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ABSTRACT

This report to the President overviews the activities of the United States National Commission on the International Year of the Child (IYC), 1979, and makes recommendations for national policy. Part One consists of a brief report of organizing activities of federal agencies and nongovernmental organizations, synopses of local initiatives for children, and the report of the Children's Advisory Panel of the National Commission. Included in the Panel's report are the topics of fear and violence, education, social problems, and adult/youth communication. Part Two focuses on the current condition of families, minority children, and support systems such as family support services, juvenile justice and youth services, health care, and education. Recommendations are made for action in most of these areas of concern. The final chapter reviews some of the major aspects of the larger society that impinge on families. The effects of the economy and media on children, education for global living, every child's right to citizenship, and the condition of children in foreign countries are discussed. IYC related declarations, resolutions, orders, announcements, legislation, committee and organizational rosters and other materials are appended. (Author/RH)

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REPORT TO THE PRESIDENT
UNITED STATES NATIONAL COMMISSION
ON THE

INTERNATIONAL YEAR OF THE CHILD

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
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MARCH 1980

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Letter of Transmittal

National Commission on the
International Year of the Child, 1979
Washington, D.C.

March 31, 1980

The President
The White House
Washington, D.C. 20500

Dear Mr. President:

Childhood evokes for most of us images of joy, laughter, and play; of bright, healthy children surrounded by a warm and loving family. But the harsh realities of life for millions of children not only around the world but also here in the United States contrast starkly with those images.

During 1979, the International Year of the Child, the National Commission undertook to become the eyes and ears of the American people on issues affecting children. Now, as we give voice to what the people said, we do not profess to have found all the answers. But we know we have asked the right questions. The basic one is: Can we afford to neglect the needs of children? The answer is no.

We are not calling our report a final report. There was nothing final about the Year of the Child; it was only a beginning. In these pages we share with you some of the many marvelous efforts of individuals and groups to observe the Year of the Child. The challenge is to continue what they have begun.

We issue this challenge to you, Mr. President, as leader of our nation and primary architect of our national policy. We also issue the challenge to each and every citizen of this great nation to assume new responsibility for assuring the well-being of all children.

In making our recommendations, we fully understand national budgetary concerns. But our task was not to formulate an entire national agenda, establish a timetable or plan every step along the way. Our role has been, above all, to speak on behalf of children. This report is about what children need. Our nation has no responsibility more important than this.

I cannot stress enough how urgent it is for you and the Congress to set concrete goals and timetables for accomplishing the recommendations we have set forth. Your demonstrated commitment through initiatives you are already supporting persuades us that you can be successful in making important changes in the lives of all our children. These recommendations come from Americans all over this country. We heard the people. They are out there. They are ready to support you.

We present this document with humility and with our own deep, abiding commitment to children everywhere.

Respectfully,

Jean C. Young

Jean C. Young
Chairperson

To the children of the United States
and to their peers around the world

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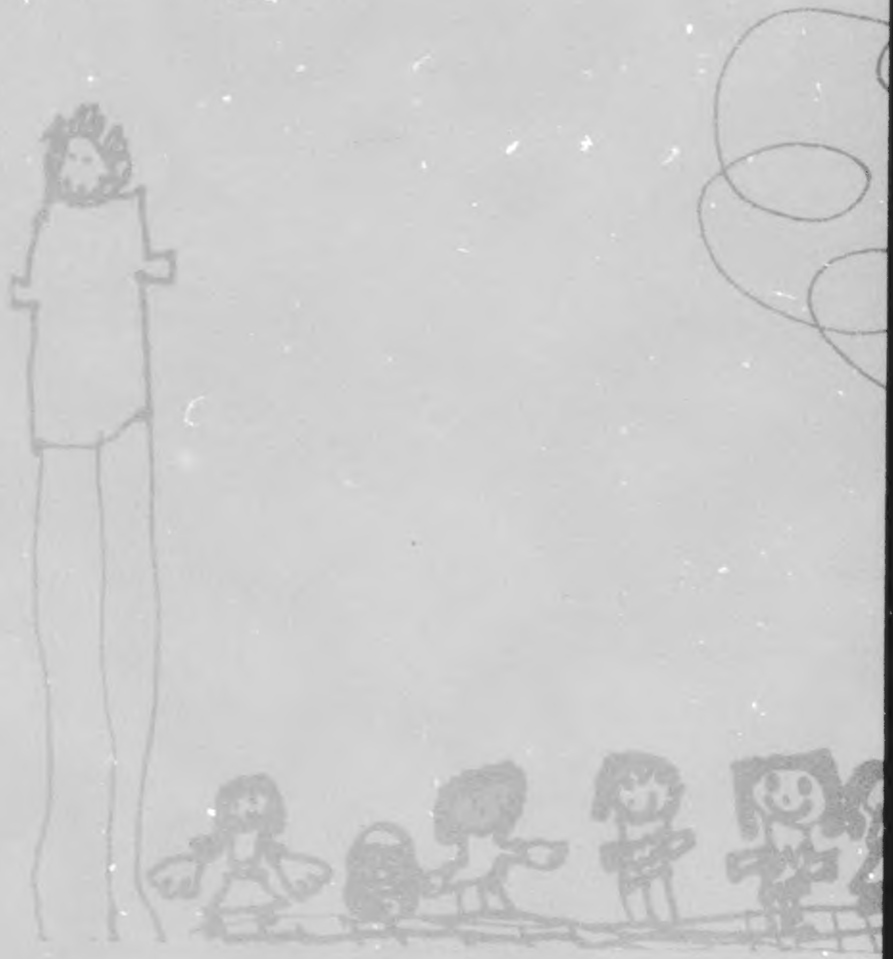


The Year of the Child

I

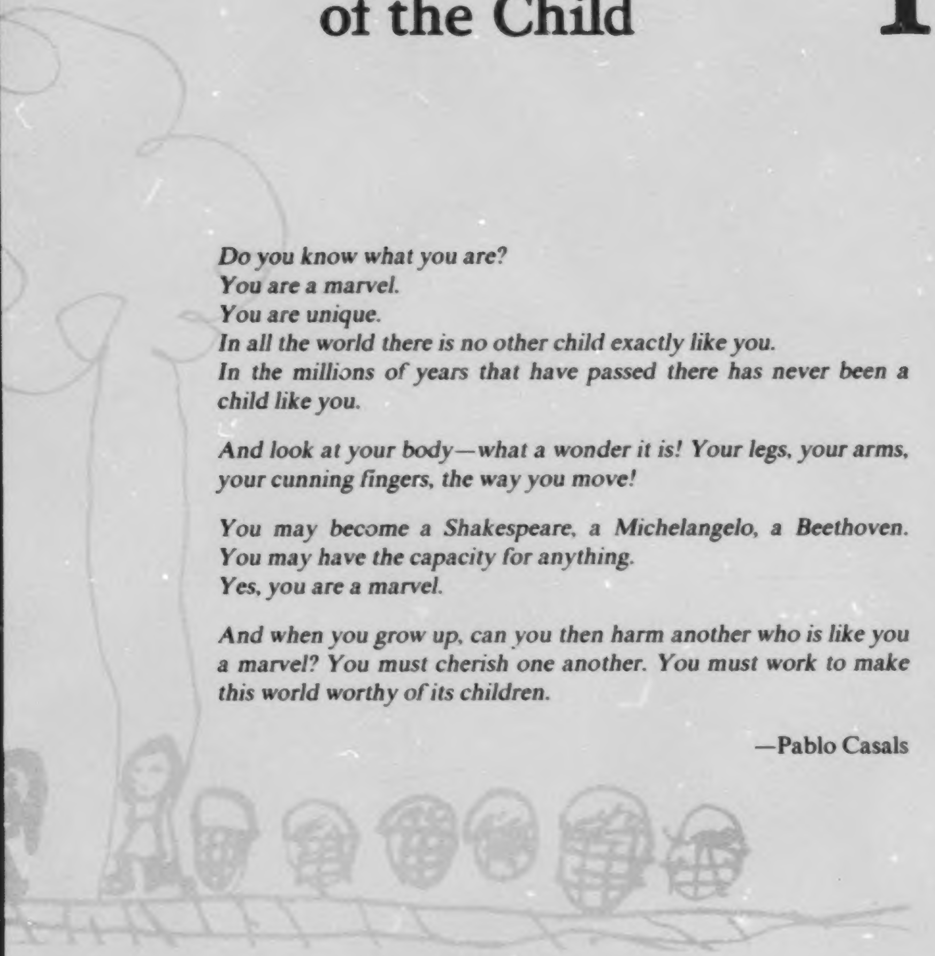
Do you know what you are?
You are a marvel.
You are unique.
In all the world there is no other child exactly like you.
In the millions of years that have passed there has never been a child like you.

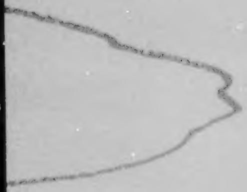
And look at your body—what a wonder it is! Your legs, your arms, your cunning fingers, the way you move!

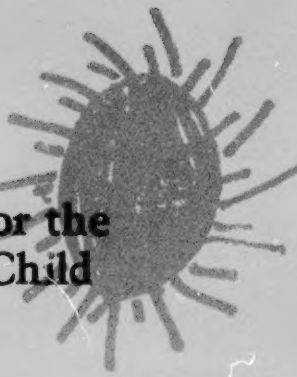
You may become a Shakespeare, a Michelangelo, a Beethoven.
You may have the capacity for anything.
Yes, you are a marvel.

And when you grow up, can you then harm another who is like you a marvel? You must cherish one another. You must work to make this world worthy of its children.

—Pablo Casals





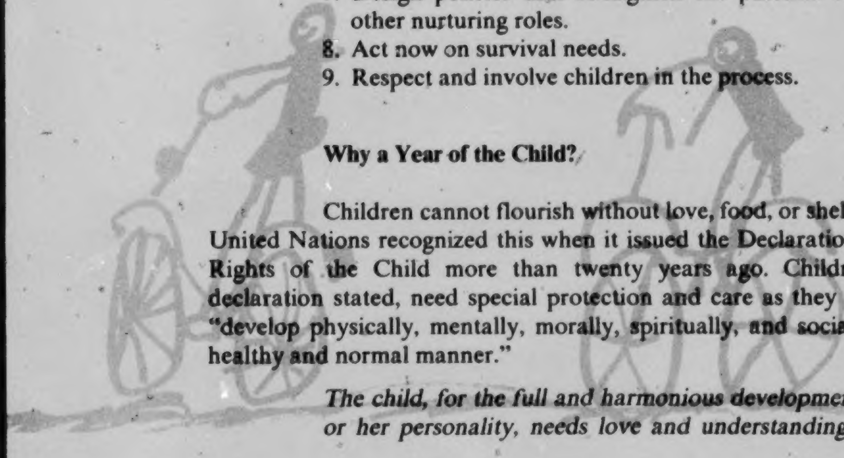


Organizing for the Year of the Child

1

The marvels of childhood depend on certain basic givens that children need adults to provide. We believe that the steps toward providing these for all children are within the grasp of everyone:

1. Pay attention to children.
2. Provide accurate information on their needs.
3. Disseminate that information widely in a campaign of public education.
4. Ask every level of society, public and private, to take responsibility for children.
5. Make sure that those responsible act cooperatively.
6. Examine public and private policies with regard to how they affect children.
7. Design policies that strengthen the parental role and other nurturing roles.
8. Act now on survival needs.
9. Respect and involve children in the process.



Why a Year of the Child?

Children cannot flourish without love, food, or shelter. The United Nations recognized this when it issued the Declaration of the Rights of the Child more than twenty years ago. Children, the declaration stated, need special protection and care as they grow to "develop physically, mentally, morally, spiritually, and socially in a healthy and normal manner."

The child, for the full and harmonious development of his or her personality, needs love and understanding. He or

> *she shall, wherever possible, grow up in the care and under the responsibility of his or her parents, and in any case in an atmosphere of affection and moral and material security. . . . Society and the public authorities shall have the duty to extend particular care to children without a family and to those without adequate means of support.**

Children, the U. N. declaration went on, are entitled to:

- affection, love, and understanding in conditions of freedom and dignity;
- a sound education that equips them to become informed, productive members of society;
- a name and a nationality;
- a full opportunity for play and recreation; and
- special care, if they are handicapped.

Beyond these, children have the right to:

- be the first to receive relief in times of disaster;
- be useful members of society and develop their individual abilities;
- be brought up in a spirit of understanding, tolerance, and friendship; and
- enjoy these rights, regardless of race, color, sex, religion, or national or social origin.

One of the first actions of this commission was to affirm that children are best nurtured within families. The family is the first provider for a child's needs and the first guarantor of all the rights of the child. Although outside factors shape a child's life and circumstances, most of them reach the growing child through the medium of the family. Families provide the love, support, guidance, and protection that children need to grow up whole and strong.

With fundamental safety and nurture assured in the context of the family, childhood becomes a time to learn and to explore, a time to enjoy freedom of imagination, but not all children have the assurances that make such a childhood possible. Millions of children around the world grow up without some basic aspect of nurture and protection. Because of this, the United Nations declared 1979 the International

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*The full text of the 1959 U.N. Declaration of the Rights of the Child appears in Appendix 1.

Year of the Child to focus attention on the critical needs of the world's 1.5 billion children and to inspire the nations, the organizations, and the individuals of the world to consider how well they are providing for children.

Specifically, the U.N. Resolution on the International Year of the Child challenged governments and private organizations to:

- review programs for the well-being of children and mobilize support for national and local action programs;
- heighten awareness of children's special needs among decision makers and the public;
- promote recognition of the vital link between programs for children and more general economic and social programs; and
- stimulate specific, practical measures—with achievable goals—to benefit children immediately and in the future.

The U.N. declared no world plan of action, scheduled no international conference, and appropriated no large program budget. The success of this year would depend on the enthusiasm and resourcefulness of individual nations, organizations, and private citizens.

Children in the U.S.

The idea for this special year for children was first presented by Canon Joseph Moerman, secretary general of the International Catholic Guild Welfare Bureau, because, he said, "I felt there was a fatigue among people regarding the situation of children. The attitude seemed to be: in our countries [i.e., the West], it's not so bad, and in the Third World, it's hopeless."

Was it true? Had this country already guaranteed to every child in the United States the basic rights that the U.N. defined twenty years ago? At a hunger conference in Tuskegee, Alabama, this year, Derek S., a twelve-year-old boy, told the members of this commission: "I've seen a lot of advertisements on TV about this being the International Year of the Child. Some of the pictures of poor children in other countries that I see on TV look like the ones in my community."

And on June 28, 1978, in a ceremony in the White House Rose Garden, when the President formally announced American participation in the Year of the Child, he said: "Although our material advantages make our lives certainly more pleasant and more prosperous than most, even in the United States we have serious problems among our children." He appointed twenty-four commissioners, Congress appointed four, and subsequently, Congress enacted legislation authorizing the U.S. National Commission on the IYC to promote "an effective and significant observance in the United States of the International Year of the Child." At the Rose Garden ceremony, the chairperson of the new commission responded: "Mr. President, children are resilient, tenacious, and adaptable. Many survive in the most deplorable conditions. They are also vulnerable, defenseless, and powerless. With a little help from us, they can develop into the beautiful, loving, confident, contributing human beings they were meant to be."

The first step in the observance of the year was to define the needs of children in the U.S. To a certain extent that definition depends on an awareness of who children are. Children and youths today constitute nearly one-third of the entire population.

- There are over 64 million children under eighteen in the U.S. About 18.5 million of them are under six years of age.[1]
- The vast majority—almost 53.5 million—are white; over 9.4 million are black, 4.8 million are of Hispanic descent and 1.3 million are of Asian or American Indian origin.[2]
- Over two-thirds of American children live in metropolitan areas. More live in the suburbs than in the central cities.[3]
- About 98 percent of them grow up in families—about 30 million families of all kinds.[4]
- Some 10.9 million or roughly one-sixth of children in the U.S. live in single-parent families. Of all black children under age six, 50 percent live in single-parent households.[5]
- Of children under the age of eighteen, 30.1 million have mothers in the work force. Forty-one percent of all white children and 49.6 percent of all black children under the age of eighteen have mothers who work.[6]

- One child out of six is poor in any one year. One-quarter of our children are on Aid to Families with Dependent Children (AFDC) sometime before they grow up.[7]
- An estimated 500,000 to 750,000 children grow up outside their homes, in foster, group, and institutional care.[8]

The majority of children in the U.S. lead whole, healthy lives, but those who do not, occupy a space in these pages disproportionate to their numbers. Although the year has been devoted to childhood and to all children, the children most in need need the most attention.

Too many children in this country suffer harms in environments they did not create and from circumstances over which they have no control. Frequently, the problems that they face cut across all social, cultural, and economic lines, affecting affluent as well as low-income children.

- One million are victims of child abuse and neglect.[9]
- Almost 10 million children—one out of seven—have no regular source of medical care; approximately 20 million children under the age of seventeen—one out of every three—have never seen a dentist.[10]
- Mental health services are not available to an estimated 90 percent of the children who need them.[11]

As America's young progress from infancy and childhood to early adolescence, their problems often intensify. Many are confronted with pressures, influences, and decisions that they are not equipped to handle:

- One million run away from home each year for reasons ranging from teenage rebellion to untenable living conditions from which they must escape.[12]
- Each year more than 550,000 teenagers become mothers, the vast majority of them long before they are prepared for the responsibility of raising a child.[13]
- Almost three times as many youngsters committed suicide during 1977 as did in 1950, an increase of 4.5 to 11.8 per 100,000. The suicide rate for teenage males between fifteen and nineteen years old has tripled since 1950 and has more than doubled for boys between ten

and fourteen. Only accidents and homicides outrank suicide as causes of death in this age group.[14]

- An estimated 5.3 million problem drinkers exist in the fourteen- to seventeen-year age bracket, representing 19 percent of this population.[15]
- Of all seventeen-year olds in school today, 13 percent are functionally illiterate, a percentage that does not include dropouts.[16]
- Of children under eighteen, 74,000 are in prisons or correctional facilities.[17]

Discrimination places a disproportionate burden on the shoulders of some children: nonwhite families have lower incomes, less health care, higher infant mortality, and higher unemployment than whites; minority children are more likely than white children to drop out of school, be arrested, and be classified with a stigmatizing label such as 'mildly retarded.' (For more discussion of minorities, see Chapter 5.)

Building a Network

The challenge of the year for us, the members of this commission, was to use the International Year of the Child, or IYC as it became known, to increase public awareness of children's needs and to organize for action on them.

During the six months before IYC began, we set out to involve all sectors of American society in this process. Forty-eight states and four U.S. territories (Guam, the Virgin Islands, American Samoa, and Puerto Rico) established either IYC commissions, task forces, or a governor's liaison to develop their own projects for children. Counties and cities set up task forces to implement IYC projects at the local level. These efforts were reinforced when the National Governors' Association, the League of Cities, and the National Association of Counties gave the International Year of the Child their unanimous endorsements.

National nongovernmental organizations also played an important part. The U.S. Committee for UNICEF had formed a National Organizations Advisory Council for IYC, representing organizations whose memberships totaled over 60 million. During 1979, the roster of this council grew to over 400 national civic, professional, business, labor, religious and youth-serving organizations that endorsed the year and actively undertook projects for children appropriate to their concerns.

Within the federal government the Federal Interagency Committee for IYC, which had prepared the establishment of the National Commission, expanded to include representatives of thirty-three departments and agencies. This committee promoted the federal agencies' special IYC activities; over 450 programs and projects were highlighted during IYC. In addition, ten Federal Regional Representatives were asked by the Secretary of HEW to assist in developing the many IYC activities of the federal agencies, the states, and the National Commission.

Opening a Dialogue

To stimulate discussions about children's needs, we drew on the U.N. Declaration of the Rights of the Child to make a brief list of issues we were asking people to consider: child nurturing; health; education; juvenile justice; development of the individual through recreation, play, and the arts; equal opportunity and cultural diversity; the impact of the media on children; and children around the world. We circulated over 300,000 brochures to highlight these issues and sponsored two national television public service announcement campaigns.

The IYC commissioners, honorary commissioners, and staff gave thousands of speeches and interviews across the country, discussing the issues and encouraging citizens to talk about and think about children and what they need.

We held White House briefings and workshops that brought together leaders of major constituencies in this country:

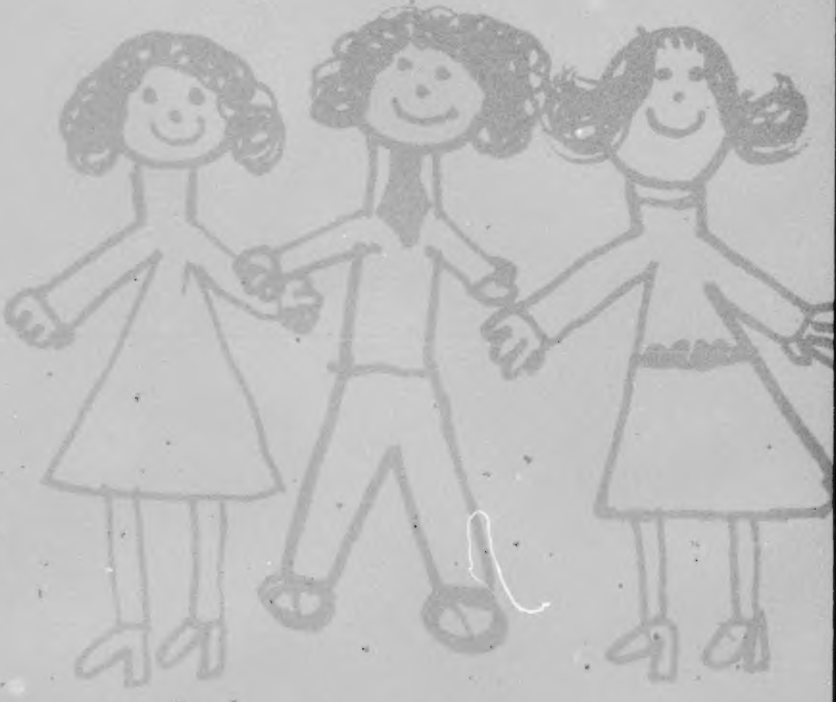
- nongovernmental organizations in the fields of health, education, juvenile justice, social services, and the arts;
- the state coordinators of IYC committees;
- one hundred twenty representatives from four major ethnic groups: Blacks, Hispanics, Asian Americans, and American Indians.

We formed a national panel of young people from a cross-section of backgrounds and geographic areas to speak for their peers and identify the critical concerns of children themselves. The

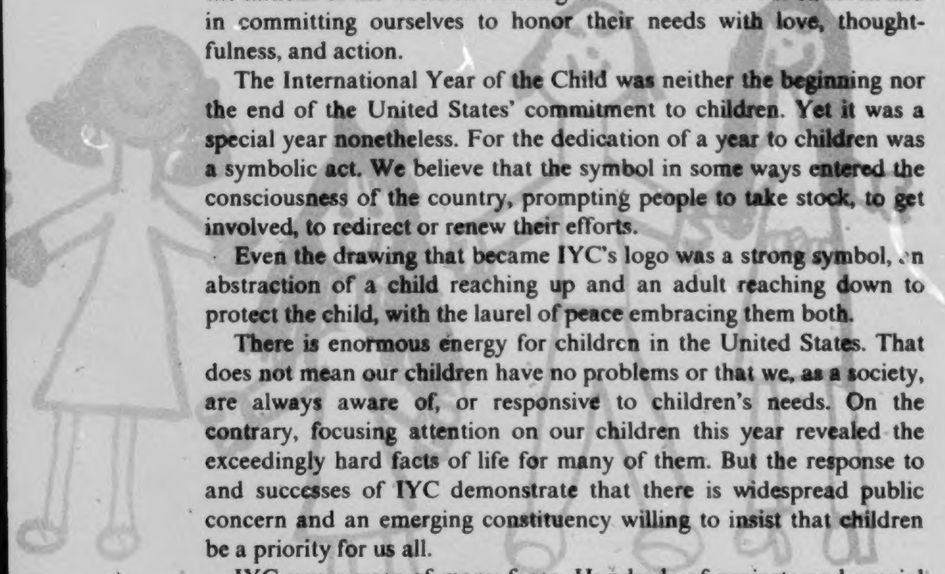
Children's Advisory Panel made strong, clear proposals for action, which appear in Chapter Three of this report.

We participated in public forums in Phoenix, Arizona; Berea, Kentucky; Detroit, Michigan; Austin, Texas; Geneseo, New York; and Tuskegee, Alabama.[18] In addition, we actively solicited reports from state and local governments and national organizations. Numerous privately sponsored hearings by organizations such as the American Nurses Association, the United Neighborhood Center, and the National Conference of Christians and Jews were conducted throughout the United States and their findings were submitted to us. (These reports, as well as other materials submitted to this commission, are now deposited in the Archives of the United States.) Furthermore, thousands of Americans throughout IYC-1979 telephoned, wrote to, and met with commissioners and staff, requesting assistance with their ideas, plans, and projects to observe the Year of the Child.

All these were testimony, we believe, to an extraordinary energy in this country and a tremendous constituency for children. The enormous numbers of people in this constituency began to discover in 1979, if they had not known it before, their ability to make changes in policy and programs for children by taking several very simple, strong steps. They paid attention to children. They learned more about children's situations and made known what they learned. And they asked various levels of society, themselves above all, to take responsibility for children.



Doing Things for Children: IYC in the U.S. 2



A hundred-foot banner proclaiming the International Year of the Child stretched across the road in a remote village of the mountainous highlands of Papua New Guinea. Here in the United States, on the other side of the world, the message was repeated—by word of mouth, by posters and leaflets, on television, and in the newspapers. This was to be a year in which we as a nation would join the nations of the world in thinking about the lives of our children and in committing ourselves to honor their needs with love, thoughtfulness, and action.

The International Year of the Child was neither the beginning nor the end of the United States' commitment to children. Yet it was a special year nonetheless. For the dedication of a year to children was a symbolic act. We believe that the symbol in some ways entered the consciousness of the country, prompting people to take stock, to get involved, to redirect or renew their efforts.

Even the drawing that became IYC's logo was a strong symbol, an abstraction of a child reaching up and an adult reaching down to protect the child, with the laurel of peace embracing them both.

There is enormous energy for children in the United States. That does not mean our children have no problems or that we, as a society, are always aware of, or responsive to children's needs. On the contrary, focusing attention on our children this year revealed the exceedingly hard facts of life for many of them. But the response to and successes of IYC demonstrate that there is widespread public concern and an emerging constituency willing to insist that children be a priority for us all.

IYC was a year of many faces. Hundreds of projects and special events were undertaken by all sorts of people. It was a year of conferences and conversations, research and analysis, celebration, hard work, and results. The flavor and scope of the year can best be captured in a cross-section of the events it inspired:

- In many states needs assessments documented the status and problems of children. The findings were often troubling, always intriguing.
- Efforts were directed at finding and serving previously hard-to-reach, unserved children. The Colorado Migrant Child Identification and Recruitment Program launched a statewide campaign to identify migrant children, enroll each one in an education program, reduce their high dropout rate, and provide necessary health services.
- In Seneca, Missouri, programs were initiated to counsel potentially abusive mothers, to provide shelter to battered wives, and to recruit foster grandparents.
- In response to a serious health hazard threatening children of a rural community exposed to contaminated water, the Central Ohio committee for IYC assisted a local group in obtaining a federal grant to clean up the area.
- In New Mexico, Alice King, chairperson of the state IYC committee, mobilized opposition to a proposed revision of the state juvenile code that would have allowed punitive incarceration of juveniles with adult criminals. The diversity of views voiced in the debate over the legislation prompted hearings to allow more active public participation in the formulation of policy.
- In the fall of 1979, we made it a major project of the National Commission to call on all Americans during the Thanksgiving holiday to think of the millions of destitute, deprived, and hungry children around the world. People across the United States translated our message "Children Without: Give a Little More" into a variety of activities: provision of food, clothing, and toys to children in the United States; advocacy for child care for children of women in prison; fund raising for refugee children and for UNICEF programs. The Girl Scouts USA donated money to the Girl Scouts of Thailand for their work with Kampuchea refugee children in the villages of Thailand; the Community Action Agency, IYC committee and other organizations in Puerto Rico

raised $35,000 for UNICEF; the Arizona IYC committee proposed that families donate money saved from eating a meatless meal to the Salvation Army or the UNICEF Cambodian Emergency Relief Fund; books were given to Russian Jewish refugee children in a camp in Italy; funds were raised for a special education program for deaf and blind children in Haiti.

- Young people in Hancock County, Mississippi, with the support of United Way, organized community service projects providing direct services, such as insulating the homes of low-income elderly people; visiting local nursing homes and day care centers; assisting in physical therapy for developmentally delayed children.

IYC was a year for celebrating children. On New Year's Day, TV cameras at the Tournament of Roses zoomed in on a group of spectators holding a banner welcoming the Year of the Child. That same day, an American Indian boy led a parade that he had organized himself across Fifty-third Street and down Fifth Avenue in New York City, with children carrying banners asking people to honor the needs of children. Joan and Erik Erikson headed a colloquium on play conducted by the Smithsonian Institution to celebrate the Year of the Child. Forty children escorted Erikson to the podium for his opening speech. On the next day a trumpet fanfare from the Smithsonian portico introduced more speeches; and afterwards children marched in a parade with unicyclists, mimes, and clowns under snapping banners that they had made themselves. A puppet show, tent exhibits, demonstrations of various sports, and the ascension of a hot-air balloon marked the celebration outdoors while throughout the museum scholars and artists met to discuss the colloquium's theme, play and inventiveness. Playful as the occasion was, almost all the grown-up participants, at least, agreed that play is a serious matter for the young, a key to development.

Sixty-five fairs in Arkansas and the Kentucky State Fair hosted special events and exhibits to mark the year. The first baby born in each of Hawaii's seventeen hospitals was issued an official IYC T-shirt. At the state capitol in Kansas, 20,000 children gathered for a "Return to Oz," complete with an appearance of the original wicked witch of the west and a huge carpeted yellow brick road. In Newark, New Jersey, a spring festival for children at the art museum drew a crowd of 1200. In Pennsylvania, Herco, the parent company of the Hershey Park amusement center, opened its doors for "Expo '79," a day-long celebration of IYC, sponsored by the Commonwealth of Pennsylvania and involving all sixty-seven counties and 5000 young people. All children in the United States were honored by the issuance of a U.S. commemorative stamp dedicated to the IYC. Future postage stamps will continue to keep young people in the public eye; the Postmaster General has accepted a recommendation that children's art be used in stamp design. Across the nation, the achievements and contributions of young people were acknowledged and applauded.

In a sense, simply declaring a year for children guaranteed activity. The declaration itself required some response, if only to answer the obvious question: What are you going to do for the Year of the Child? That question alone made people stop and think. What needs to be done? What's the best way to go about doing it? Is anyone else involved? What do they think? The purposes of the year—to promote awareness of children's needs, to investigate the realities of the present, and to devise and implement strategies for future change—were well served by the responses to these questions across the United States.

Taking Time for Children

IYC demonstrated again and again that there are many people in the United States who are concerned about improving services for children and who have devised imaginative and effective strategies for action. These pages are full of their efforts. The activities were so varied and widespread, and frequently so spontaneous, that no one could possibly count them. We heard of only some. All year we continually came upon new ones, sometimes discovered informally. It is clear that thousands more activities went on without our ever learning of them. All we can do in this report is suggest the range and variety:

- Accidents are the largest cause of death among children over the age of one, yet there is research which shows that the use of infant restraint systems reduces fatalities in car accidents by over 90 percent and injuries by over 80 percent.[1] In North Carolina, the IYC committee is in the process of developing a program in which families can check infant restraint devices out of their local public library.

- In Maryland, the Baltimore County government set up a "Volunteer Tutor Bank" to provide tutors for delinquent youngsters who are experiencing learning difficulties.
- Attending an IYC briefing for spouses of state governors, Joyce Dreyfus, wife of the governor of Wisconsin, learned that her state had the fifth highest number of measles cases per year in the nation. Returning home, she spearheaded a massive immunization effort, involving parents, young people, and schools. Wisconsin now reports the lowest number of measles cases and the highest immunization level for school-age children in the history of the state.
- Based on its membership's wide-ranging discussion groups on children's issues, the National Council of Jewish Women singled out the needs of children in the foster care system as a focus for activity. Assisted by a grant from the Clark Foundation, the council undertook a program to train volunteers to work in the courts as child advocates in foster care placement cases. These advocates will attempt to secure speedy and sound placements for children who need them.
- When a documentary about child abuse was shown by a local Texas television station with little or no publicity and without any accompanying information on how to seek help, Gail Biel felt that something more had to be done. She was convinced that the program must be aired again, with much more publicity and local coverage. But media interest was low; the program, after all, had already been shown. Undaunted, Biel rented a camera (although she had never used one before) and along with the Gregg County Mental Health Association, she shot a great deal of additional footage. This new segment featured a panel discussion on child abuse by a pediatrician, a child therapist, a child protection worker, and a foster parent. The local cable TV station broadcast the show; local newspapers, radio stations, libraries, and schools were enlisted to get word out about the program; telephone hookups were arranged with volunteers from the League of Women Voters. The telephone response was so impressive that a month later the station aired the program a second time. One outcome of this

media coverage is that a new chapter of Parents Anonymous has been established.

- In Haywood County, Tennessee, the local IYC committee renovated an empty gymnasium and set up a recreation and theater center for children.

Taking time—a few hours, a day, a month—is the first step in taking action, and IYC prompted people to take time for children. In Louisiana, each of the gubernatorial candidates appeared before an open IYC state committee meeting to present their views and answer questions on children's issues. Congressional Black Caucus members attending their ninth annual legislative weekend met in workshops on employment, education, housing, and foreign affairs, among others, all of which raised children's concerns in a variety of contexts. The entire weekend was organized around the theme of "Children: Mankind's Greatest Resource," with plenary session addresses on the needs of children and strategies for meeting those needs.

Some states—Iowa, Minnesota, Ohio, Illinois, and Kentucky, for example—devoted each month to a different issue or children's right, holding conferences and symposia on the theme. Nebraska organized a similar approach and, as a result of a month's focus on children's right to relief in time of disaster, a statewide campaign to post "tot-finder" stickers to aid rescue operations was undertaken. In Utah, the library system emphasized a different right of the child each month through exhibits and presentations. The city of Indianapolis, and many other cities and towns in different parts of the country, featured a "Youth Day" in recognition of the contributions of the city's young people and to provide information on opportunities and services available to children and families.

Speaking Out for Children: The Dialogue Begins

Awareness of children's needs comes from dialogue and public discussion. IYC provided an occasion and a forum for people to raise their concerns about children. People spoke out about troubling issues, about their fears and expectations and hopes, about barriers to change and opportunities for growth. We heard about a lack of resources, inadequate coordination of services, the problems of teenage pregnancy, the unmet health needs of our children, the pressures on American families, dangers from environmental pollution, and the strengths and weaknesses of our educational system. We also heard about creative attempts to solve these problems, and about efforts—often quiet, but quietly effective—in every field. Much of what we heard is reflected in Part Two of this report and forms the basis for our recommendations. But here are some highlights:

At an IYC conference on rural and Appalachian children held in Berea, Kentucky, June 4-7, 1979, we were reminded of the special concerns of these children and their families:

- "Because of the transportation problem in both urban and rural areas and because more and more mothers with young children are returning to work, there is an ever pressing need to increase the number of licensed family day care homes, especially in those areas of the country where mass transit systems do not exist." [2]
- "In the Appalachian region, efforts to develop health services have been complicated by the fact that the region has pockets of excruciating poverty with malnutrition, high infant mortality and shorter life expectancy, as well as other areas where the health situation is closer to the national norm. Over the years the Appalachian region has suffered from an inadequate supply of health manpower. While the number of health providers has increased, the distribution of resources across the region is uneven." [3]

In other forums, we heard about other concerns.

- About racial segregation in public schools: "[It] is illegal. It is unjust, and it affects more children for a greater period of time with more deleterious effects than probably any other discriminatory practice. . . . Outside of the family, our schools serve as the single most important institution in molding the future for our children. Our schools have always taught more than reading and writing. In school our children learn attitudes and conceive a vision of the future. In racially segregated schools, children have their innocence spoiled by the poisons of prejudice and learn to expect a racially segregated future." [4]
- About inadequate and uncoordinated services for migrant children and their families: a father in Marian, New York, told us how his children have been inoculated several times for measles, but never for other childhood diseases. Though the family moves, the

children's records do not; when asked, public agencies say thay cannot locate the files. Other services do not gear their programs to the needs of a population that frequently moves.

- About the effects of inflation: "We are facing tremendous problems due to inflation. We strongly feel that the income guidelines which set eligibility criteria for most federal assistance programs need to be adjusted so that the data that is utilized to determine the income guidelines reflects this inflationary status." [5]
- About youth unemployment: "We find many young people with pressing economic problems, yet we find that programs designed to serve them are curbed in the name of trimming wasteful expenditures in the federal budget. . . . What our young people need is the expansion of those existing programs designed to train and prepare them for a useful future. In addition, our young need guarantees that such training will insure them a productive place in the work force at a livable wage, with equal opportunity given to every young person to make her or his most valuable contribution to society."[6]
- About community-based services: "We have learned that we can develop small community-based agencies that can meet the needs of youth. We can provide places and people where youth feel accepted. We don't have to label youth or categorize their problems or exclude them from our services because they are not 'income eligible' or because they arrive at 2:00 in the morning. We can take youth with a variety of problems, a wide range of needs, and we can give them shelter and put them in touch with a helping, caring community."[7]
- About preschool education for Hopi children: "In a world that has become relatively small and cohesive, Hopi remains extremely isolated. The nearest town/city is 60 miles distant in any direction. The Hopi Head Start Program is the only preschool program on the reservation. No other day care centers, nursery schools or early childhood programs exist. When these two factors—isolation and lack of alternative preschools—are placed together, it is obvious that the only method by which the Hopi preschool children can receive any services is

through the Head Start program. Therefore, we feel that Head Start on Hopi reservations should be available to all children, regardless of family income level. . . . All families, not just low income families, require Head Start and what it can offer."[8]

Children Speak Out

We heard from organizations, parents, politicians, and service providers, all talking about children. In addition, we heard from young people, talking about themselves, their lives, and their families.

Eight thousand children responded to a call from the Save the Children Federation and wrote letters to President Carter. What did they want him to think about? Here is a sampling:

- "Dear Mr. President: You may remember me. My name is Mark and I wrote you last year. This time it is for help for the children of the world. So maybe they won't be afraid or ashamed of themselves for no reason. And we could send money, clothes and mostly food. Or maybe give them baths or bring them to adoption agencies. My brother and I were once in an adoption place. Now I've grown up to have a happy life and I think everybody should have a good life. And I will sure help if you need some help."[9]
- "Dear President Carter: I fear that in the future there might be a nuclear war. That's what's going to happen if someone doesn't stop it. . . . Another thing is pollution. There is alot of it around Boulder and Denver. Soon it's going to start hurting alot of people. We should start riding bicycles instead of driving cars. All I hope is that when I grow up I don't have to wear a gas mask everytime I go out."[10]
- "Dear President Carter: I believe that the world is running out of energy and cars are not helping it very much. I think that we could go back to horses except when its raining. Please write back."[11]
- "Dear President Carter: I have some fears and they are that when I grow up the house will be $100,000 and nobody hardly can afford it. We might even be riding horses or big dogs."[12]

- "Some people call this place the slums, others call it the ghetto. But I call it a bad place to live. I would like to live in good conditions. Not some place where you see a roach every ten or fifteen minutes. Where the parks are ragged and the grass barely turns green."[13]
- "Dear Mr. President: I don't like pollution. It's like a real messy room that belongs to all people and nobody cleans it up."[14]
- "Dear President Carter: I think there should be no smoking in this country. . . . There is too much junk food for kids. Commercials on TV are bad for kids like cereal and toy commercials. Things that you buy don't work as good as they do on the commercials."[15]
- "Dear Mr. President: The cost of living is high and my Mom's paycheck is low. I think they should go together."[16]
- "Dear Mr. President: I suggest you kind of hide some fuel in the ground or someplace, you know. Then before another president comes along, which I hope doesn't, you tell him about it. Then when we get bigger just take a little of it out then wait for other kids to grow up and tell other presidents about it and keep doing it. So don't just throw this letter aside, I'm really serious."[17]

The year provided many varied forums for young people. Children of employees of the Department of Agriculture presented their impressions of their parents' jobs in drawings; one child reported on his picture that "my father likes his machine and his mustache." Over 700 high school students met with community, political, and professional leaders at a conference sponsored by Wayne County Community College in Detroit. The resulting report, based on the recommendations of the participants, has been distributed to school boards, legislators, and community organizations at local, state, and federal levels. In Carroll County, Tennessee, the newspaper conducted interviews with a cross-section of the county's children—children born in other countries, handicapped youngsters, children living on isolated farms, and many others—and published these stories in a special edition. In Louisiana, 10,000 young people met to discuss the state's priorities for children and young people; and fourth graders in the Bronx presented a weekly TV show, "News and Views."

In an IYC meeting sponsored by the Alabama Human Relations Council as part of its three-day conference, children discussed the pain and humiliation of school days marked by hunger. Repeatedly, these young people stressed the importance of the school lunch and breakfast programs. One teenager challenged people to look around, here at home. She explained how she had seen hungry children when she went on a Girl Scout trip to Mexico. Returning to Alabama, she opened her eyes, for the first time as she tells it, and saw the hungry children in her own community.

Approximately 100 youths, ages twelve to eighteen, came from sixteen cities to participate in a conference sponsored by the United Neighborhood Centers of America and six of its member agencies. Their recommendations on education, employment, juvenile justice, health, and recreation that emerged from the meeting stressed the need for communication, relevance in educational curricula, expansion of job opportunities, improved access to health care, and increased young people's participation in policy formulation and decision making in all areas.

Students in Detroit had a great deal to say about their schools:

- "If classrooms had twenty, twenty-five students in them, or if possible less than that, and an open classroom atmosphere was adopted, then teachers would have more time to deal with students on more of an individual basis and schools would be more effective."[18]
- "These things, dedicated teachers, special counsellors and security combined are needed in the schools. Students, like myself, who want to learn, who want an education, want to see changes, and see changes work successfully."[19]
- "What the educational system needs is a sense of belonging. So many times children in the earlier grades feel left out or that they don't count and therefore don't learn. Also in high schools many students drop out because they feel that they won't be missed if they leave and never return, which is probably true. But if schools added a sense of belonging or a need for students or maybe even making a student seem more than a number, the educational system would be alot better and the products of the system would also be better."[20]
- "One change needed is an effective way to recognize the educational needs of each individual student. Every student does not learn at the same speed, but each student of a class is taught at the same speed."[21]

- "It's very, very hard if . . . parents aren't concerned and they let their children stay at home, watch TV, and whatever, without understanding that knowledge is more important than a cartoon at times. There's got to be a time for studying and there's got to be a time for learning and watching cartoons and playing and things like that."[22]

During IYC young people talked about their fears, their ideas, and their hopes:

- "Inflation; grown-ups think that they are the only ones that feel it, but it hurts youth just as bad. . . . An inquisitive child often looks forward to the day when he too may be able to protect a child. But observing inflation, the child feels fright. Fear, an animal instinct, takes over. An impulse to obtain vast amounts of money when he is older for means of survival rushes to his brain."[23]
- "The issues that we felt needed serious attention are, that all children should grow up in an environment of freedom and dignity; all children should have the right to nourishing food and decent housing; and that mothers should be given special care before children are born; and finally that children should never be treated harshly or cruelly."[24]
- "To me, freedom includes being able to live in a world free from wars and pollution. It also means the freedom to be what you want. People should not keep you from making choices because of your religion, race, or sex."[25]
- In Vermont, as part of "Project Speak Out," junior and senior high school students expressed concerns on topics ranging from abuse to neglect and incest, their parents' drinking, lack of any facilities in some smaller Vermont communities, teenage pregnancy and suicide, the lack of sex education in the schools, and inadequate summer job opportunities.
- Some members of the Children's Advisory Panel to the National Commission identified several of the fears paramount among young people today: "Fear of going to war; fear of people manipulating children; fear of authorities not supporting or protecting youth when the

youth has turned someone in; fear of physical and mental abuse; fear of our future existence and the possibility of nuclear war; fear of growing into parents' bad habits; fear of groups that teach violence and hatred; an awareness of the distortion in the mass media; an awareness of unequal treatment of criminals because of class status; a concern about the passage of ERA legislation; implications of the role of women in our future society; an awareness of too many pressures on young people today."[26]

- "Children of Texas, like all the children of the world, need room to stretch out and play in. In this rat-race world, recreation is a must to remain sane. However, many children are denied this recreation area. I hail from Houston, fifth largest city in the U.S., 140th in park acreage per people. . . . To preserve quality of life, an aggressive land acquisition policy must be adopted. One child being hurt in the street while playing is one child too many."[27]

Building Momentum: Access to Millions

Increased public awareness creates powerful momentum. During 1979, the media helped build a momentum for children. Each of the major television networks produced public service announcements and designated a staff person to focus on IYC. Newspapers, too, often assigned reporters to the story. Special feature coverage in all media dealt with the issues of the year, not just the events. The symbol of the year gave the media a theme around which to build, and children's concerns were increasingly recognized as newsworthy. Media coverage generated public interest, which in turn generated further media coverage. Chapter 7 of this report tells more of the media story.

The media offer one route to an audience of millions of people. There are others. National organizations have a direct link to their membership, and when an organization turns its attention to children, the ripple effect reaches a long way. With communication and information networks already in place, these groups possess enormous potential for mobilizing interest and activity at every level. Through publications, mailings, special programs, seminars, and annual meetings, IYC was promoted throughout the country by the more than 380 affiliates of Big Brothers/Big Sisters; the 57,000 board members and volunteers of the Camp Fire Girls; the nearly 1000 chapters of the March of Dimes; the 3000 professionals and thousands of volunteers associated with Boys' Clubs; the 450,000 members of Future Homemakers of America; the 344 Girl Scouts Councils; the 252 affiliates of Girls' Clubs of America; the 500 YWCA's and the 1800 YMCA's. This list is but a beginning:

- The Girl Scouts made a strong organizational commitment to IYC, from the national board to the grassroots local Girl Scout Councils, involving almost 2.5 million members. With the theme of "Find the Gift in Every Child", the major goal was to identify ways in which Girl Scouts could help make the United Nations Declaration of the Rights of the Child a reality for all children, both here and abroad.
- The United Neighborhood Centers of America requested each of its member agencies to describe permanent program services for children and to investigate the expansion of such efforts.
- Religious groups welcomed the opportunity that IYC presented for organizing public discussion of and action on children's needs. For example, Church Women United held a leadership conference on IYC for delegates from forty states and seven countries; the United Church Board for Homeland Ministries distributed thousands of packets on IYC; and the Leadership Conference of National Jewish Women's Organizations, a coalition reaching a total membership of 1 million women, pledged itself to study and disseminate the Rights of the Child, to identify and address unmet needs themselves and in cooperation with other groups.
- The American Hospital Association sent a resource kit to 2000 hospitals across the nation to develop programs in child abuse prevention, accident prevention, immunization, and preparation of children for hospital admission.
- The National Education Association produced and arranged with national TV and radio networks to air public service announcements on IYC; in addition, NEA distributed literature on cultural diversity and on other IYC issues to teachers throughout the country.

- The American Academy of Pediatrics involved its 18,000 members in an IYC program to "Speak Up for Children" on accident prevention, nutrition, immunization, and comprehensive health education.
- The United States Committee for UNICEF distributed over 1 million copies of its IYC activities brochure, over 250,000 copies of eight issues of its IYC newsletter, and many materials for educators. The committee's resource center answered over 250,000 requests for information.

Expertise for Children

Get involved. Every level must pay attention to children and must take appropriate responsibility for addressing their needs. These were some of the messages of the year. Indeed, IYC inspired groups whose focus has not been specifically on children to devote their particular expertise to a children's issue.

The Jewish Braille Institute translated the UN Declaration of Rights of the Child into Braille. Two hundred Junior Leagues in the United States, Canada, and Mexico undertook local child advocacy projects for IYC. The American Occupational Therapists' Association developed materials for working with school systems in programs for learning disabled, retarded, vision and hearing impaired, and physically handicapped students. The United Auto Workers discussed the IYC in twenty-seven week-long leadership institutes. And young people were invited to exhibit at the annual convention of the American Sculptors' Society.

Children's concerns were covered in the publications of the American Optometric Association; the American Dietetic Association; the American Psychology Association (these devoted an entire issue to children); the National Automobile Club; the United Auto Workers; the newsletter of the National Association of Counties; and the International Association of Bridge, Structural and Ornamental Ironworkers. Other groups devoted part or all of their annual meetings to children. For example, at the convention of the New Mexico Institute of Architects in Albuquerque, presentations on playground design were directed to high school students. The Council on Foundations, an association of over 800 private grantmakers, adopted "Children and Youth" as its 1979 annual conference theme. During the three-day meeting close to 100 national experts and program professionals and over 700 foundation executives explored children's program and funding needs in the areas of development, health, education, and employment. The American Public Health Association devoted its annual convention to child and family health in the U.S. Over 11,000 workers participated in hundreds of seminars. The American Lung Association gave increased emphasis to child-related concerns in several of its standing committees.

Building Alliances

The constituency for children crossed lines that have traditionally separated interest groups. Repeatedly throughout the year, people sounded a call for cooperation: "We need the local people out in the field, on the street, beating bushes and rattling cages, to start talking with each other and cooperating with each other."[28] Groups and individuals around the country answered the call, and by working together, all were strengthened:

- The Minorities Conference, sponsored by this commission and funded by the Rockefeller Foundation, drew over 120 representatives of ethnic, cultural, and language minority groups. For three days in Washington they talked together and hammered out alliances for children. Groups that in the past have tended to concentrate their efforts inward on their particular membership found that they share a common concern—their children.
- From across the country, 350 representatives of government, social service and public interest agencies, media, and the academic community met for two days in a conference on child abuse co-sponsored by the Annenberg School of Communications of the University of Pennsylvania and the Bush Center on Child Development and Social Policy of Yale University.
- In a cooperative venture, the Navajo Tribe of Arizona worked with the states of New Mexico and Arizona to draft model standards for day care on their reservations.
- A workshop on children in Michigan brought together the Citizens for the International Year of the Child, the Michigan Academy of Pediatrics, the P.T.A., the Probate Court and several other private and public agencies and individuals. This diverse group had a common bond: "Membership ranges politically from far right to

far left, economically from welfare to wealthy, and . . . from housewives to university faculty. What we have in common is our children."[29]

- Planning for a "Circumpolar Conference" got underway. Children who live in the Arctic region, young people from eight countries—Iceland, Greenland, Canada, the United States, the Union of Soviet Socialist Republics, Finland, Sweden, and Norway—would come together to talk with a focus on health and community. The plans for this conference were made during IYC, the first steps in the enormous task of arranging for transportation, translators, and facilities.
- The National Council on YMCA's involved 600 parents and young people in a special seminar on mother-daughter programs.
- Over ninety delegates from Iowa, Kansas, Missouri, and Nebraska participated in a conference on strategies to diminish the need for foster care through preventive services and long-range planning.
- A number of youth-serving, religious, social welfare, health, governmental, and juvenile justice organizations joined in an IYC conference in Maryland to produce a working paper covering mainstreaming, childhood nutrition, parental involvement in education, foster care, parenting, day care, and several other subjects. That paper, in turn, formed the basis for a three-day conference on Maryland's children by the Office for Children and Youth.
- The thirty-three agencies that composed the Federal Interagency Committee worked together and produced a report, "Federal Programs that Relate to Children."[30]

Doing Homework: Getting the Facts and Figures

Public awareness generates a call for action. Yet action must be built on information, on carefully planned strategy, and on a keen sense of what is needed and what is available. What's best for children? No simple or single answer exists. Before formulating a meaningful response, people must address other, perhaps more precise questions, certainly not less important ones. Who are America's children? Where do they live? What services do they need? The list is virtually endless. During IYC, Americans looked for answers. Sometimes the search turned up what they had expected all along; frequently they were surprised; often they came up with more questions instead of answers. But it was all part of people doing their homework.

The homework involved gathering data on needs and services. In Arkansas, for example, a nonprofit group, called the Arkansas Advocates for Children and Families, compiled and published findings on the needs of Arkansas children. They reported compelling, often disturbing statistics: on the percentage of children living in families with an income below poverty level; on the percentage of women in the labor force with children under six; on the percentage of premature births; on the percentage of counties with no practicing obstetrician-gynecologist; on the percentage of developmentally disabled children not receiving education and training; on the number of child abuse investigations; on the number of children in long-term foster care.

Similar projects to gain information went on in other parts of the country:

- The Council of Negro Women, representing 250 black women's organizations, conducted a needs assessment on black children and proposed an agenda for the 1980's.
- The Connecticut IYC committee conducted a comprehensive needs assessment that will culminate in a governor's conference on children, youth, and families in April 1980.
- In the state of Washington, the Office of Children, Youth and Families directed its efforts toward completing a statistical children's needs assessment in preparation for the White House Conference on Families.
- In Montana, the IYC committee worked with the state's department of health to examine the health needs of children in rural communities.
- The National Black Child Development Institute conducted a national needs assessment, looking in particular at single parents, day care, foster care, and teenage employment.
- The Colorado Commission on Children and their Families published "The Children of Colorado," with

statistics ranging from demographics and income to immunization levels by counties.
- In Utah, the IYC committee conducted and published a comprehensive analysis of the statistics on children and youths in the state.

Sometimes these assessments disclosed problems or dimensions of problems that had not been previously recognized. In Utah, for example, it was discovered that an alarmingly large number of children who were walking or riding bicycles had been killed in car accidents, many of which had occurred at safety crossings. As a result of this finding, the governor has begun an intensive review of safety policies. In North Carolina, the Lumbees held county-wide meetings with the welfare department to document the extent of services for mentally retarded American Indian children. Upon learning that needed services and facilities did not exist, the group made the provision of services a priority for advocacy efforts.

Along with needs assessments, IYC prompted workshops, on-site inspections, studies, exhibits, and seminars to look at who children are and what they need:

- In New Mexico, the IYC committee toured every facility for children, taking along with them the heads of the state agencies responsible for particular programs. In this way, the people with responsibility for services saw first-hand the strengths and weaknesses of the programs under their jurisdiction. In certain instances, these on-site visits provoked immediate changes in policy; in others, further review and continuing monitoring were promised.
- In Mississippi, the IYC committee held a state conference on the needs of children, emphasizing day care and Head Start issues.
- In Oregon, the IYC committee, working with the State Office of Children, Youth and Families, sponsored a series of workshops to discuss the needs of children and families.
- The Department of Housing and Urban Development sponsored a study of housing discrimination against families with children.
- The Smithsonian Institution held a major international conference on how children use museums.

- The Aspen Institute committed itself to a major program on human development called "The First Twenty Years of Life." Historically, the institute has brought together business leaders with heads of governments, top-level scientists, academics, and other experts to discuss major issues of global significance such as disarmament or energy policy. In extending its scope to children's issues, the institute acknowledged the worldwide importance of these concerns. The institute intends this program to cut across traditional lines. Numerous year-round events will result—meetings, conferences and seminars, with publication of the papers presented. The aim is not only to clarify issues, but to plan for action.
- A conference of media representatives, convened by the John and Mary Markle Foundation at the request of the national IYC commission, took a hard look at children's TV programming. The participants recommended a full congressional level review of all children's advertising, programming, and scheduling.
- Foundation associations looked at the needs and problems of children. The Clearinghouse for Midcontinent Foundations, the Council of Michigan Foundations, the Minneapolis Council on Foundations, the Donors Forum of Chicago, and other groups all held national, regional, and locally focused conferences to assess the funding and project needs of children. In many cases, they developed resource lists of grants for children, or conducted statewide surveys of programs for youth; in others, they turned their attention to high priority problems within their city, state, or region, such as a lack of programs for young girls or for the handicapped.

In nearly every instance, the attempts to document the nature and extent of children's needs exposed a different kind of problem: the lack or inadequacy of data. The report of the Arkansas Advocates for Children and Families sums up this dilemma at the state level, but it reflects the national dilemma as well:

> "On the technical side, we want to confess at the outset our own frustration and dissatisfaction with the lack of comparability of the statistics included. . . . We were forced to contend with the fact that each agency or

> department has its own methods for cataloguing and classifying its data, including its own individual system of grouping by age. . . . This lack of comparability of data, our inability to find current statistics in certain areas, and the tremendous number of different sources we have had to contact to obtain even the small amount of data provided in this volume raises for us the serious question of the adequacy of the data base upon which any of our present services to children are being planned and provided. We are cognizant of the vital need for improved services and of the priority services have over data collection and analysis in the minds and hearts of most concerned professionals. Yet, it is our conviction that accurate information is necessary if the services are to be planned for maximal effectiveness and efficiency."[31]

In taking the time to look at children, people looked back in history to get a perspective on the present and an outlook for the future. The Wyoming Governor's task force on IYC created a pictorial history of Wyoming's children. The Guadalupe Organization of Arizona set up an IYC project to involve community adults and youths directly in creating an ongoing historical and cultural center. Museums took up the spirit of the year. Atlanta's High Museum of Art, in collaboration with Emory University, presented a folk and fine art exhibit called "Childhood in America." Along with a companion series of conferences, the exhibit explored historical changes in how children have been depicted in art, thus casting light on how they have been perceived by society over time. In a similar vein, "The History of Educational Toys in America: Colonial Times to the Present" was developed by the Robert Hull Fleming Museum of the University of Vermont. And a history of child labor was shown at the Walter Reuther Museum in Detroit.

Looking to Other Cultures

The international dimension of IYC provided a chance for people in the U.S. to share with other countries, to compare problems and solutions, and to gain new insights into American society.

- For 36 days a group of media professionals from 30 countries came together in the United States. Sponsored by the United States International Communication

Agency, HEW and Exxon, and administered by the Association for Library Services to Children (a division of the American Library Association) and by WPBT (public television of South Florida), this symposium initiated a dialogue on children and the media—books, radio, and T.V. In a sense, the international nature of the symposium was an acknowledgment of the technological advances that have broken down national barriers. But the group did more than recognize the obvious. Redefinitions of responsibility and strategies for sharing of resources and programming emerged: an international newsletter was proposed, as well as a non-profit "bank" through which countries can exchange programs at low or no cost.

- In Arizona, an IYC international exchange program sponsored by the Arizona Association of School Psychologists involved psychologists, special educators, elected officials and parents in adapting and translating special education materials and methodology to reflect Mexican culture. When initial investigations revealed that many handicapped children were out of school altogether because of a lack of services, a binational school was established in Mexico.
- In a session centered on IYC concerns, delegates to the October 1979 World Leisure and Recreation Association meeting exchanged ideas and methods for promoting learning through play and leisure time activities.
- In cooperation with the IYC Commission of Mexico, the Office of Bilingual Education (HEW) used the IYC drawings and essays of Mexican children to prepare a bilingual, bicultural curriculum for grammar school children in the United States.
- The Public Health Service funded a survey and analysis of health-related beliefs and behavior of children in four countries, including the United States, in order to improve the use of health care facilities and promote self-reliance in health care.
- The U.S. Department of Justice and the State Department funded lawyers and other professionals selected by IYC commissions in participating nations to review,

analyze, publish, and promote discussion of their countries' laws affecting the rights of children.

Children Learning About Each Other

One of the major goals of IYC was to promote recognition and respect for the ideas of children and their contributions to American society, and to provide new forums for young people to speak out about their needs, hopes, and problems. Thousands of children helped IYC fulfill this goal by playing a central role in the year.

- Children and staff from three treatment centers in Denver for emotionally disturbed young people visited Japan at the invitation of a Japanese social welfare foundation. The detailed arrangements for this three-week visit were handled through the cooperative efforts of social service agencies, juvenile courts, media, local businesses, and members of Denver's Japanese community. The children had an unusual opportunity to learn about a different culture; the staff were able to observe and discuss varying treatment techniques.
- Students in Montclair, New Jersey, set up an imaginative in-school museum to reflect the multi-ethnic nature of their community. The school district is an urban one with approximately 6000 students, 45 percent minority, 55 percent non-minority. A sizable portion of the minority groups are foreign students or English-as-a-second-language students who come from twenty-eight different countries and speak seventeen languages. Students stocked the museum by collecting and displaying papers and artifacts, by writing essays, making tapes or drawing pictures describing the cultures of their homes. Subsequently they exchanged these with children in other countries through a program called "Culture in a Shoebox."
- Every day of the 365 days of the Year of the Child, children in New York could "Dial-a-Story" and listen to a different sixty-second recording. They could hear the Navajo story of the first man and the first woman, or tales of Appalachian life. They could learn about little-known holidays and ancient myths, about grandparents

and siblings. And in one very special week, they could dial a celebrity: Ambassador Andrew Young remembering his father's advice, "Don't get mad, get smart;" Helen Hayes reminiscing about her start in the theater at age four; Governor Hugh Carey recounting the adventures of a Dutch boy in early New York; Raul Julia talking about his commitment to work during IYC to help hungry children; Arthur Ashe telling aspiring athletes to keep training, but to remember there are other avenues to follow as well; and Jean Young describing the world-wide observance of the IYC. This project of the New York Telephone Company was a tremendous success; 79,000 calls came in during the celebrity week alone.

- A four-day symposium held by the Sun Company brought together 200 eighteen-year-olds from fifty states, the District of Columbia, Puerto Rico, the Virgin Islands and eight foreign countries to discuss the quality of life for young people in the world community.
- The Pan Pacific Education and Communication Experiments by Satellite (PEACESAT) Project, which links people by satellite for live, two-way seminars, was enlisted during IYC for discussions of IYC-related topics. Hawaiian students shared information with students from Pacific Basin nations on such issues as education, health, environment and community development. Participating locales included New Zealand, Suva, Fiji, Cook Islands, American Samoa, Rarotonga, Tonga, Aiae, Nueva, Saipan, Santa Cruz, and Pago Pago.
- A California Girl Scouts council encouraged scouts to seek out newly relocated Vietnamese refugees. Recruitment material was printed in Vietnamese and health and cross-cultural packets were developed as well.
- The Cloisters Children's Museum in Maryland opened new awareness for children in a story-telling program with folk tales of Ireland, India, Africa, and Korea and through a series of classes in Braille and sign language. In a similar effort to explore avenues between children, a Girl Scout troop in Iowa learned the Girl Scout promise and some campfire songs in sign language so

that they could communicate with children in a school for the deaf.

- Black inner-city junior high school students in Philadelphia from a national championship team played chess by satellite with teenagers in Yugoslavia. A few months later, they traveled to Yugoslavia to meet their former opponents.

Breaking Down Stereotypes

Nice girls don't study math. Or do they? A study by the National Institute of Education looked into how girls' achievement in mathematics is influenced by cultural and sexual stereotypes. No one wants to adopt a handicapped child. Or do they? The North American Council on Adoptable Children in Minneapolis sponsored an IYC project that trained fifty volunteers in methods to eliminate barriers in the placement of handicapped children in permanent homes. This was a year to explore and explode stereotypes.

- We heard about some of the myths and misconceptions surrounding gifted and talented students: that there are no gifted students; that gifted students are found only in the white middle class; that gifted students will strive in spite of schools and teachers; that students gifted in one area are gifted in all; that gifted students have no emotional difficulties; that the needs of the gifted student can be ignored until high school; that gifted students have no learning disabilities; that grade level acceleration is the best approach for meeting the needs of gifted students; that gifted students are easily identified.[32]
- And we were told about the stigma of illegitimacy: "If you conceive a child out of wedlock and don't want to marry before this child is born, this child is stigmatized with that. . . . What we are trying to do is eradicate that stigma."[33]
- A student in Detroit said: "Educators have students too stereotyped. They feel they are students, so naturally they're bad and don't know a thing."[34]
- Stereotypes of parenting roles affecting child custody decisions were challenged. One father complained of "male judges bestowing custody to women because they

are women, not because they are necessarily better parents."[35]

- Others described a juvenile court system that can in many instances treat girls more harshly than boys: "The traditional family has always exerted greater control over the behavior of its daughters in order to protect their reputation. A good girl is obedient to parental demands; while sons are encouraged to sow their wild oats, and their independent behavior, if not encouraged, is at least tolerated. Like good parents, police and court personnel respond differently to the indiscretions of young men and women."[36]

We heard about stereotypes and about moves to break them down.

- To refute myths about handicapped children, the Denver Children's Museum and the Colorado State Department of Educaton published "Like Me, Like You." The National Association of Retarded Citizens worked to increase public awareness of services and techniques for developing the fullest potential of retarded children. To promote children's understanding of diabetes, the American Diabetes Association produced a film called, "A Different Trick, A Different Treat."
- In New Mexico, exchanges between nursery schools and a senior citizens center brought together old and young people; so too did a Maine program that involved elderly residents in the activities of a fourth grade class.
- To break down barriers to communication between teenagers and parents, a Westchester, New York, school district compiled a booklet called "What Every Adolescent Would Like His or Her Parent to Know," which discusses drug and alcohol abuse, family interactions, and setting limits.
- Our Children's Advisory Panel called for "a learning environment in which students are given an awareness, understanding and a respect for other people's cultures, language and traditions. It is not represented by a single course or individual student or faculty member, but it is an over-arching set of principles shared by the school community."[37]

Moving into Action: Helping Parents

Once information is gathered and people know what they need to know, it is possible to formulate a plan for moving into action. In devising new strategies for change and in evaluating the old, people reaffirmed an essential priority:

- "Certainly one of the most basic rights is to grow up in a healthy, nourishing family which has available to it the resources and support it needs to do for its children what all families want; each child's optimum development as a happy, productive and responsible person. . . . We wish to urge consideration by this commission of support for the development of family resource programs, neighborhood-based, inter-generational in composition with special emphasis on preparation for parenthood for school children; experiences with infants for young prospective parents; and a strengthening of natural neighborhood networks made available to all the young families in the community."[38]
- "We feel the role of government is to protect and enlarge people's freedom to make their own choices about their lives. We suggest that when government acts it should be to strengthen the ability of parents to do their job by providing more resources of money and authority. . . . We recommend guaranteeing employment for at least one parent of every family where there is a child so that in such families employment rate is no more than one or one and a half percent. . . . We recommend much more vigorous attacks on job discrimination, on-the-job feelings that limit employment for members of minority groups and women. We recommend a series of measures to make sure that all families have the same choice of family services that the middle- and upper-income families have now. And to ensure that families that use services are not stigmatized for taking advantage of them. We are thinking of the whole range of services from medical to homemaker services, and most especially child care."[39]

To be fully involved and to make realistic choices for their families, parents need information, support, and power. IYC projects around the country recognized these needs:

- In Morton Grove, Illinois, a three-day "Family Celebration" offered seminars for parents on topics such as: helping parents explain death to children; natural childbirth; helping parents communicate with their children; nutrition; how to choose a child care center; parenting issues surrounding infertility and adoption; strategies for parenting non-sex role bound children; child abuse; preparing for kindergarten; foster care.
- The John Muir Memorial Hospital in Walnut Creek, California developed a program called "Parent Talk," a forum for discussing child-rearing of children ages two to five.
- The Department of Housing and Urban Development sponsored television spots to warn parents of the dangers to children of lead paint poisoning.
- In Arkansas a broad coalition of medical personnel, parents, and volunteers began setting up a statewide system for early diagnosis and treatment of hearing impairment in very young children.
- In Detroit, workshops designed by Skills Development Systems covered parenting alone; living with yourself and liking it; when your child gets on your last nerves; speaking up for yourself. We were told about the impact of the series: "[The workshops gave] . . . recognition and thus legitimacy to the 'unmentionables' that influence the quality of life within families. I refer to the burdens and frustrations of parenting alone. The fears and anxieties attached to finding out who you are, what you do and don't like about yourself. The recognition that it's all right to just want to get away from your child sometimes, and the awareness of the escape and the attendant frustrations caused by not asserting yourself."[40]
- Many federal agencies offered compressed time and flexi-time to employees to allow them to work a full 40 hours in four days, or to work five days at hours that respond to the complex timetables of their families.
- In Columbia, South Carolina, an organization of inmate Jaycees, with the assistance of other Jaycees and of a state legislator, raised the money and did much of the work for converting a prison waiting room into a day

care center for inmates' children who are visiting their incarcerated fathers. In this way children visting their fathers are offered a pleasant atmosphere. Since the Center is staffed full-time, children find a comfortable, supervised place to be while their parents have a chance for a more private time together.

- In Idaho, a People-to-People IYC project opened a community resource center utilizing a volunteer outreach effort to meet the special needs of single-parent families.
- A national coalition of labor union women urged Congress to pass comprehensive child care legislation.
- The New Hampshire Association for Mental Health arranged a conference for parents covering subjects such as divorce; alcoholism and drugs; peer group pressure; building positive self-images in children; organized sports; why adolescents join cults; and the effects of TV.
- The National Center for Child Abuse and Neglect, HEW, in cooperation with the 3M Company and Station WQED in Pittsburgh, broadcast a one-hour documentary on child abuse and neglect. The program stressed that raising children is difficult for everyone and requires preparation and support.
- The Office of Education, HEW, funded a television series called "Footsteps" dramatizing problems faced by parents.
- The Rehabilitation Services Administration, HEW, sponsored a project to help parents who have recently learned that their child is developmentally disabled.
- The Department of the Interior built special piers so handicapped children could fish. The Park Service intensified efforts to make parks more accessible to all children, through, for example, nature trails for blind children.
- In Illinois, a seminar on preventive services, co-sponsored by the state IYC commission and the Department of Children and Family Services, analyzed state and local services for children in order to formulate public policy to assist parents in their child-rearing roles.

Young People in Action

IYC was not a year to do things "to" children, or even strictly to do things "for" children. Instead, it was a year to learn about children and to begin to design a society that would give them room and opportunity to grow. Throughout their presentations, young people insisted on a recognition of their own strengths and capabilities:

> *International Year of the Child is to make people aware that problems with children exist. That's the main effort—to convince people that children have feelings and want to be treated like anyone else; want to have responsibilities; want people to respect them as much as children respect anyone else.* [41]

As with their parents, any strategies for involving young people in decision making and in taking responsibility must provide young people with reliable information about issues that concern them. Many IYC activities aimed at disseminating information:

- The Red Women of North America devised an ingenious plan to get information to American Indian young people on the dangers of alcohol. To demonstrate graphically the importance and the pleasures of physical fitness, the group sponsored a three-month marathon run from Seattle to the Rosebud Reservation in South Dakota. Runners volunteered for various segments of the marathon. Stopping en route at different American Indian communties, they appeared as visible examples of vigor and physical stamina and they talked at length with young people about healthy living and exercise.
- "What's to Eat," the Department of Agriculture's yearbook for 1979, was designed specifically for readers ages nine through twelve, the first time this publication has ever been addressed to children. It provided information on farming, nutrition, how to select food in the supermarket, foreign foods, and foods of the future.
- The Department of Labor prepared a brochure for high school students on employment services for youth.
- The Social Security Administration published leaflets for teenagers on how to obtain social security cards.

- In schools and elsewhere, young people in Missouri heard attorneys from the Missouri Bar Association discuss children and the law.
- Hawaii Telephone published "Isle Tone," a pamphlet explaining to children how to use a phone in an emergency.
- Young people learned about bicycle safety from "Sprocket Man," a comic book produced by the Consumer Product Safety Commission and about environmental pollution from the Environmental Protection Agency's coloring/story book, "There Lived a Wicked Dragon."
- At the Annenberg Conference on Child Abuse, the "Teenagers' Caucus" proposed that a series of public service announcements be developed to help children understand what constitutes abusive behavior and where to seek help for themselves.
- "Tornado spots," stick-on labels to identify for children the safest location for shelter in the event of a tornado, were distributed by the Iowa Red Cross, in cooperation with the IMT Insurance Company.
- Hawaii's 4-H Clubs provided information on accident prevention and eye care to some 3,500 children from kindergarten through third grade.
- The Office of Education, HEW, sponsored a demonstration program for grades five to eight, using films and written materials to discuss children and alcohol.

Some of the most impressive activities of the year involved young people themselves in action:

- On Long Island, in a project sponsored by Kiwanis Key Clubs, teenagers rode with engineers on the Long Island Railroad to experience personally the inconvenience and dangers stemming from vandalism to the equipment. Based on this first-hand observation, students went back to their high schools to educate their peers about the situation and thereby attempt to reduce the problem.
- "Adopt an Egg" was the theme of a peer counseling program run by the March of Dimes and the Future Homemakers of America. The project trains teenagers

to inform other teenagers about the risks and burdens of teenage pregnancy and the importance of prenatal care and nutrition. Participants at a national training session in Washington were assigned the task of caring for an egg, making sure it was constantly sheltered, kept in a warm environment, properly "clothed" and "nourished." As one young woman said, 'If I'm having so much trouble with an egg, what about a child?' After participating in training, young people set up workshops, rap sessions and information forums for their peers in their home communities.

- In Indianapolis, 150 young people attended a conference on decision-making, designed to introduce them to the kinds and complexities of decisions currently facing governmental policy makers.
- Young people became involved in policy discussions in the Cystic Fibrosis Foundation.
- The Iowa Energy Policy Council enlisted some 40,000 young volunteers from around the state to participate in a massive clean-up campaign that resulted in removal of litter and debris along secondary highways and in parks. The project was so successful that a similar environmental effort is planned for 1980.
- Children in a small Massachusetts town, supported by the Dougal Company, researched the eating patterns of families in their neighborhoods. Upon finding a general lack of information on nutrition, the young people began developing pamphlets on the subject.

Moving Toward New Legislation

To accomplish changes, information must be translated into public pressure and often into new legislation or new programs. This must be a continuing process, and a gradual one. Results do not come quickly, and don't come without setbacks along the way. While our mandate prohibited this commission from lobbying, many other organizations have chosen this avenue as their way to work for children. For example, in Atlanta, the Georgia IYC committee attempted to raise Aid to Families with Dependent Children (AFDC) payments and to reform the juvenile justice code. Although not successful this year, they did start a process toward legislative change.

For our part, we believe that children's lives in the United States would have been significantly improved had the Child Welfare Reform Act and the Child Health Assurance Program been passed by Congress in 1979. They were not.

Even under the best of political conditions, years of effort and planning are required to redirect an existing law or to pass a new one. In IYC, people worked toward these long-range goals:

- The Association of Junior Leagues, which dedicated its 1979 child advocacy program to IYC, actively worked for the passage of child health and child welfare reform legislation. The association established a legislative network which, as of November 1979, included 117 Junior Leagues, seven state public affairs committees and a regional council.
- In Austin, Texas, 350 participants attended a Texas Family Institute conference aimed at helping people understand and use the legislative process. This meeting was jointly sponsored by Texas Child Care '76; the Administrators of Child Care in Texas; the Child Care Council of Greater Houston; the Intercultural Development Research Association; the National Conference of Christians and Jews/South Texas Region; the Texas Association of School Boards; the Texas Council of Family Service Agencies; the United Cerebral Palsy Association of Texas; the Institute of Human Development and Family Studies and the Regional Resource Center on Child Abuse and Neglect of the University of Texas; and Family Connection. The conference brought together an enormously diverse coalition of groups focusing on a legislative agenda for children. From three days of meetings, four key needs emerged: increased day care funding; higher level AFDC payments; provision of non-AFDC foster care; and development of emergency shelters for families members threatened with abuse. Returning to their own communities, conference participants worked on these issues. And, in the 1979 Texas legislature, legislation was successfully passed on each one.
- A weekly newsletter on the status of children's legislation was published by Kansas Action for Children.

- The Ohio Commission for Children worked to prepare a comprehensive plan for equalizing and improving children's services; the plan will be submitted to the state legislature in September 1980.
- Chapters of the American Academy of Pediatrics worked for enactment of legislation on mandatory immunization for grade school entry, comprehensive health education, and use of infant and child car restraints.
- Prompted by the state IYC committee, the governor of New Mexico sent the state legislature a package of proposed legislation for children and was successful in getting three million dollars earmarked for children's programs.

IYC was a symbol, an important one. But no symbol works unless it crystallizes a feeling that is already running strong. IYC was a symbol around which energy for and commitment to children could coalesce. The full impact of the year will not be felt or assessed for many years to come. Nor does the end of the year mark the end of people's involvement.

A permanent cabinet level interagency council for youth, formed by the Governor of New Mexico at the request of the state IYC committee, has brought together in an ongoing body the courts and the secretaries of health and social services, health and the environment, and correction. In Kansas, the Governor's Task Force on Children has been extended for at least four years and in Hawaii, a Consortium for Children and Youth Task Force has adopted responsibility for continuing the work of the IYC committee by focusing on legislation. Wayne County Community College has undertaken to sponsor an annual Youth Conference and the Sun Company is planning another symposium for 1980. The Girl Scouts will hold program conferences to continue and expand projects initiated for IYC. This commission is planning two White House briefings, one for labor leaders, one for business leaders, to involve their constituencies with children's issues on a long-term basis. The Children's Advisory Panel has recommended that an annual "National Youth Day" be established on which the president will report on the state of Youth in America. And recommendations made by various organizations, by individuals, by state and local IYC committees, by conference participants and seminar members—recommendations[42] that are reflected in Part Two of this report—will serve as the basis for future research and advocacy.

The Power of a Symbol

Any highly visible symbol evokes a variety of responses, and the International Year of the Child was no exception. Although IYC proved to be a tremendous stimulus for action for children, it also proved to be controversial and political.

This surprised many people. Like apple pie and the American flag, children seemed a subject no one could oppose. Who wouldn't agree that they needed nurturing, attention, and support?

Yet it wasn't children that people were opposed to, of course. What the opposition was worried about was just what an International Year of the Child would mean. Some feared that such an observance would mean increased government interference in the private sphere of the family. Others felt that previously declared international years had not accomplished anything significant, so why waste money again? Even before the U.S. National Commission was formed, some of these people, as well as one member of Congress, prepared and circulated materials playing on these fears and charging that the commission would support positions detrimental to the family and the nation. "Children may gain the legal right to sue their parents for being forced to attend church (and the government would pay for the lawyers!)," one said, and also, "Children who perform household chores may become eligible for minimum wage."[43] This kind of misrepresentation was unfortunate mainly because it discouraged some people with a genuine concern for children from participating in community IYC activities and adding their voices to the national dialogue on the needs of children.

Much of the opposition was directed at this commission as the most visible symbol of the Year of the Child. Letter-writing campaigns to the President and the Congress were mounted, urging that the U.S. not participate in the IYC and that a commission not be formed or funded.

In addition, some groups supported the concept of the Year of the Child but were not enthusiastic about the formation of a commission as a means of celebrating it. Some were generally nonsupportive because the commission was not authorized to fund direct services to children or award project grants. Still other organizations were noncommittal either because the commission could not assist them in lobbying for specific legislation or because we were not going to address specific issues such as abortion. These kinds of concerns, raised before the ink was dry on the executive order creating the commission, were certainly a factor in a very slow funding process that left the National Commission without a stable source of funds for over half the year. This naturally hampered our work in fulfilling the commission's congressional mandate to raise awareness of children's needs in the United States.

The real losers in this kind of politicized situation are children, who have no vote and must depend upon adults to understand and provide. Part Two of this report reflects on the concern of the people of this country for the needs of children and what should be done about those needs. The challenge is, can people with such diverse views work together, and will they be willing to rise above their differences to meet the needs of the children about whom everyone cares?

We believe they can. They have already done so, time and again, throughout IYC. All year long and now beyond the year, Americans have demonstrated their ability to join together to work for children.

Report of the Children's Advisory Panel

3

Early in our deliberations we, the National Commission, decided to form a Children's Advisory Panel that could give us a direct, clear sense of how young people in the U.S. see themselves, their opportunities, and their constraints. We chose 25 panelists and 25 alternates to represent the range of the young American population. The panel had a balance of boys and girls, of city dwellers and rural youths. Panelists came from all over the country, from different races and ethnic origins, and different income brackets. There were handicapped children and children from a variety of home situations.

Their job as panelists was to talk with other young people in their own communities, to share their findings and observations with their communities and with youth groups, and to make proposals to the commission. In the course of their work panelists also met with representatives of various departments in the federal government, including the Department of Health, Education and Welfare, the Department of Transportation, and the Department of Energy.

In short, the panelists were charged with being this commission's eyes and ears with the young people of the country. As such, they had a great deal to tell us and all other groups, large and small, that are working on behalf of children.

The Children's Advisory Panel met in Washington in August and December 1979. At the end of its second meeting, the panel presented observations and proposals to the commission. The following are extracts from the panel's report.

FEAR AND VIOLENCE

We, the Children's Advisory Panel, addressed, under the topic of fear and violence, three subjects. Our following statements are in regard to child abuse, war, and the media.

Child Abuse

Child abuse places a child in an intolerable situation that makes it impossible to function in society. We endorse the implementation of concerted information programs in schools and communities and educational programs through the media and civic groups to help combat this problem. Additionally, we suggest federal funding for locally based programs that must support abused children and their families.

This includes establishment of year-round centers that temporarily house children who have been afflicted with impossible home situations and to provide experienced professionals and volunteer counselors, including youth, who will be there when needed; development of peer counseling in the secondary schools to give help before a crisis occurs; bringing parents and children together in open conversation to better communicate on child abuse and to strengthen the family unit.

War

We oppose the horrors of war and its effects on children of the world. We endorse the idea that the United Nations and all nations of the world work to assure world peace and renewed respect for international law; that public attention be focused on the plight of children who are victims of wars and political manipulation, and that countries that engage in these practices be condemned; that the orphaned refugee children of war be immediately placed in countries where their basic needs of health, education and welfare can be met.

Media

We believe that the media have enormous potential for good, but we fear that the media will have a negative effect on the sensory, emotional, and social development of children. In view of these concerns, we endorse federal guidelines for the support of *programming that portrays family and life situations in a realistic way and prohibits the glorification of immorality and violence. We support legislation to prevent the exploitation of children in all forms of media, including advertising.*

EDUCATION

Narrowing down our concerns dealing with education, we focused on multicultural opportunities; student involvement; academic programs for diversity; and parental involvement in education.

Multicultural Education

We define multicultural education as a learning environment in which students are given an awareness, understanding, and respect for other people's cultures, languages, and traditions. The concept is not represented by a single course or individual student or faculty member but it is an over-arching set of principles shared by the school community. It must be supported and directed by the schools and administration and faculty through its curriculum, materials, its teaching process, its personnel representation, and the general climate of acceptance in the schools.

Therefore, we request that the President and Congress mandate full funding for pre- and in-service teacher training in multicultural education, and full funding for multicultural and multilingual resources and programs.

Student Involvement

We define student involvement as the opportunity for students to develop leadership skills in a realistic environment in preparation for responsible citizenship. This includes the placement of students in authoritative positions, placed in critical and representative numbers at decision-making levels. It is not the token placement of a student in a powerless position, but it is the opportunity for students to develop leadership, communication, cooperation, and understanding skills in a realistic environment in preparation for citizenship. In order to assure student involvement, students must be placed on: 1. all local governing school bodies; 2. federal and state mandated and other advisory committees; 3. all other groups *established to deal with youth issues, such as, on the federal level, the Vice-Presidential panel on youth employment; on the state level, the governors' advisory committees; and on the local level, curriculum committees.*

We urge that the President and Congress mandate the following:

That students must be placed with full membership and voting rights in decision-making groups at all levels of education and government where decisions are made that affect students. All school systems will develop, publish, and distribute to students and parents a student rights and responsibilities document. Failure to include students in these groups will result in the withdrawal of federal funds from non-complying groups.

Academic Programs for Diversity

Academic programs for diversity refer to such areas as bilingual education, special needs, education for gifted and talented students, career education, and cultural education. It is the right of every youth in America to have an educational program designed to meet his or her individual needs and abilities. Education is not limited to the classroom experience, but it must be a wide, varied experiential set of activities structured for the development of the whole individual as he/she emerges into adulthood.

We urge that the President and Congress mandate:

- *full funding on federal, state, and local levels to assist in the restructuring of educational programs toward these ends;*
- *in-service training of teachers who work with gifted and deprived children with special needs;*
- *training for teachers that will be oriented toward the ever-changing needs of our technological society; and*
- *the establishment of a task force to investigate how effectively schools are meeting the individual needs and abilities of students.*

Parental Involvement

We define parental involvement as the parent/guardian being knowledgeable about and participating in the local school system. Total education is most meaningful when supported by the joint efforts of schools and the families they serve.

Therefore, we urge that the President, in a national policy statement before the press, appeal to all parents stressing the importance of their involvement in their children's education.

Office of Youth

As an overall suggestion in the area of education, we ask that an Office of Youth be established in the Department of Education. The Office of Youth will handle communications from youth in the nation specifically responding to complaints and other issues which youth develop.

The national staff of the Office of Youth should include young people, as well as having youth representatives participate at the regional level. The regional representative will be 18 or younger and will be responsible for forwarding concerns and suggestions to the national office.

SOCIAL PROBLEMS

Out of the wide range of social problems affecting today's American children and youth, we identified two major concerns: drug abuse and teenage pregnancy. We also targeted a need for bridging the communication gap between youth and adults.

Drug Abuse

Drug abuse is the use of any chemical substance, legal or illegal, which causes physical, mental, emotional, or social harm to a person or to people with whom one closely associates. Presently, drug abuse continues to increase, resulting in the combined usage of drugs, severe health consequences, automobile accidents, apathy, and suicide attempts. These problems are even further compounded by the fact that children as young as 9 years old are now experimenting with drugs. More than half of the youth of this country have experimented with marijuana by the age of 16. By grade 4, 4-6 percent of the boys and 2 percent of the girls have experimented with either marijuana, barbiturates, or amphetamines. By the eighth grade the statistics increase to 24 percent for boys and 26 percent for girls. Alcohol combined with drugs causes severe health consequences. Thirteen percent of all drug-related fatalities involved alcohol in combination *with another substance. Alcohol and drugs lead to automobile accidents. It is stated that 60 percent of all alcohol-related traffic fatalities are young people. An estimated 40,000 teenagers are injured each year due to alcohol. Lastly, and very significantly, alcohol and drugs may be involved in up to 64 percent of suicide attempts.*

Due to the devastating harms of drug and alcohol abuse, we feel that there is a lack of implementation of present programs and alternatives. Current programs are not comprehensive in their use of resources or in methods of handling prevention, detection, and the rehabilitation of drug abusers.

The ultimate goal should be prevention. Our two basic ideas to combat the growing rate of drug and alcohol abuse incorporate the media and the educational institutions. The media should be involved in audio-visual and written formats done in a language youth can understand. Films would be produced focusing on all levels of drug addiction and alcohol abuse. This, along with television documentaries, real-life dramas, and informative programs, will provide the community with a wide-ranging perspective.

Written materials will encompass magazine coverage as well as the development of pamphlets and brochures to, again, educate abusers and addicts, as well as the entire community, of the dangers of drug abuse.

The educational institutions will provide assistance to addicts and would-be addicts and alcoholics on an in-school and out-of-school relationship. Within their curriculum, schools will develop special programs to explain to students the hazards of drug and alcohol abuse as well as establish a resource center to inform students of existing agencies which can help them.

We urge scheduling of community workshops to involve youth agencies, special clubs, and civic organizations to analyze, develop, and implement preventive programs. We suggest establishing programs centered around community events to educate youth about the dangers of drug and alcohol abuse, as well as the importance of schooling. The group also suggests that the forces of the media and educational agencies be combined into a useful tool to solve the problems of addicts in the design of programs to ensure a smooth transition from addiction to normalization.

Teenage Pregnancy

A national epidemic of teenage pregnancy exists and 2 out of 3 pregnant girls drop out of school. They do so without job skills and are thus subject to a very dim future. Adolescents are not emotionally, socially, or economically prepared to handle the responsibility of parenthood. As a result, teenage pregnancy not only harms the adolescent parents but also their child. We believe that present pregnancy prevention program efforts do not reach the teenager and thus do not help to alleviate the problem of teenage pregnancy. Therefore, we have identified the following goals and methods for accomplishing these goals:

- *To help prevent adolescent pregnancy:*
  - *enact a mandatory Family Life curriculum adapted to learning abilities in grades K-12 dealing with: child abuse, drug abuse, nutrition, consumerism, death and dying, child development, alcoholism, divorce, teenage pregnancy, basic health programs, guidance counseling programs, human sexuality, and communication skills.*
- *To provide help to those already affected by teenage pregnancy:*
  - *provide opportunities for continuing education and information on employment possibilities;*
  - *provide reasonable child-care facilities;*
  - *provide a program of prenatal care;*
  - *make available a course on parenting;*
  - *realize that nurturing of the young parent's self-worth is necessary to initiate their personal advancement.*
- *To provide facts to adolescent males and females to help them make informed, responsible decisions regarding parenthood:*
  - *enact a mandatory Family Life curriculum (described above);*
  - *implement parent-teacher-student workshops on sexuality to develop a common ground for communication;*
  - *utilize, more fully, professionals who deal with problems of youth.*

- *To provide health care facilities for teenagers:*
  - *—promote the use of health care professionals who specialize in venereal disease, pregnancy, nutrition, drug abuse, etc.;*
  - *—costs for treatment of adolescents determined by a sliding fee scale.*
- *To provide forums for open discussion of adolescent sexuality involving the community, school, teenagers, and parents:*
  - *—implement a Family Life Curriculum Panel composed of students, teachers, and parents;*
  - *—set up workshops to analyze community programs and how they can tie in with family life education;*
  - *—implement parent-teacher-student workshops on sexuality to develop a common ground for communication.*
- *To utilize peer counseling and extend guidance counseling programs to objectively discuss health habits and sexual behavior with adolescents:*
  - *— Within the educational system: Use guidance counselors to develop peer counselors.*
  - *— Outside the educational system: We define groups included to be school drop-outs, non-joiners, members of minority groups, institutionalized youths.*

ADULT/YOUTH COMMUNICATION

We feel that there is an immense communication gap between the adults and youth of today. In the light of this feeling, we have acknowledged different problems and proposed some solutions to these communication setbacks. However, we feel that a clarification of the word "communication" is necessary to aid one in the understanding of our proposal. Our definition is as follows: The ability to effectively express our own feelings, ideas, emotions—and to understand and comprehend those of others.

In view of the preceding definition, the communication gap between adults and youth has contributed to these and many more of the following problems:

adolescent pregnancy
alcoholism and other drug abuse

apathy
child abuse, neglect
suicide
rebellions
decreased feeling of self-worth

Goals:

- *To involve in-school youth and adults in diverse forms of family activities:*
  - *parent-teacher-student association improvements and expansions*
  - *workshops/orientation programs*
  - *publications suggesting ideas on family activities.*
- *To involve out-of-school youth in diverse forms of family activities:*
  - *workshops/orientation programs*
  - *media involvement with the adult/youth group activities*
  - *youth agency involvement.*
- *To promote the involvement of adult decision-makers in discussion of important issues pertaining to youth, including government officials, school officials, community officials, and celebrities.*
- *To provide facts and statistics on lack of communication between adults and youth to both adults and youth as a support for promoting youth/adult programs:*
  - *media involvement/publications*
  - *speeches given by statisticians*
  - *actual testimonies given by youth and adults.*

The Children's Advisory Panel enthusiastically endorses the concept of an on-going national Chamber of Youth composed of youth selected by youth from across the country. The major purpose of this chamber will be to monitor youth opinion and to convey youth views to the President and Congress.

Finally, we urge the President to issue a proclamation declaring a National Youth Day. The President will report annually on this day to the nation, particularly to the nation's youth, on the state of youth in America. The focus of this day will be to review and report on the progress of programs related to youth. We suggest a school day in the spring as National Youth Day in order to maximize youth involve-

ment through programs in schools. Copies of the proclamation will be sent to youth-serving agencies and schools across the nation.

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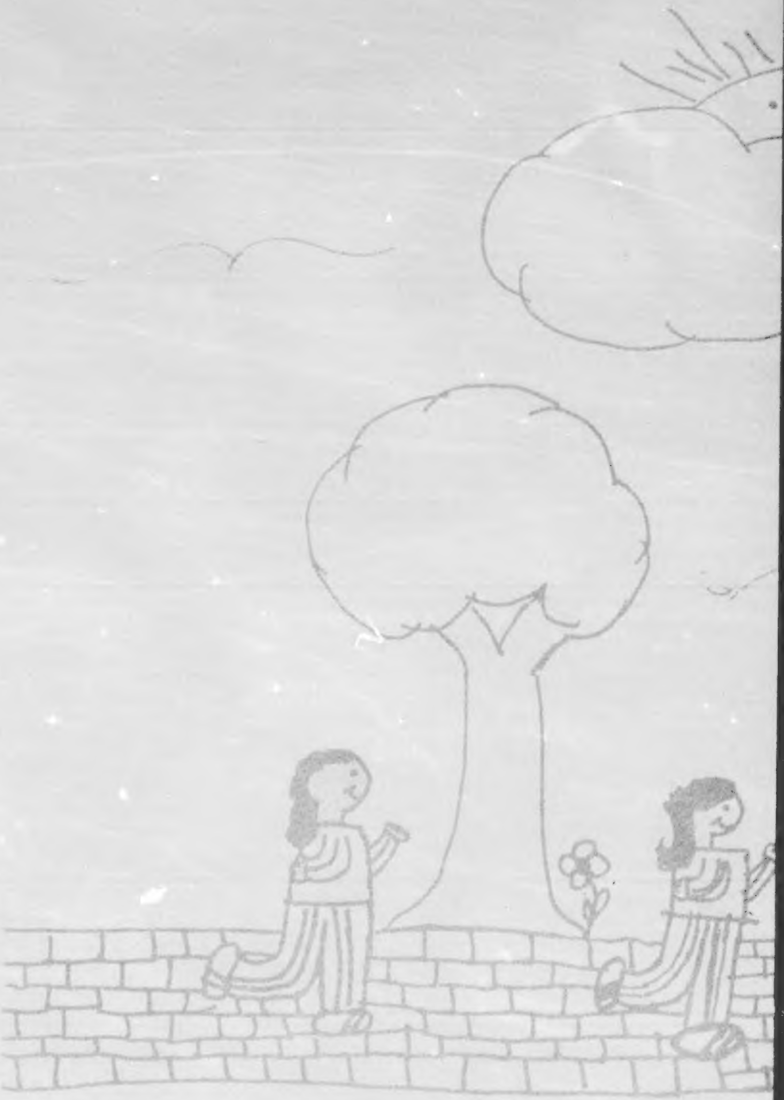
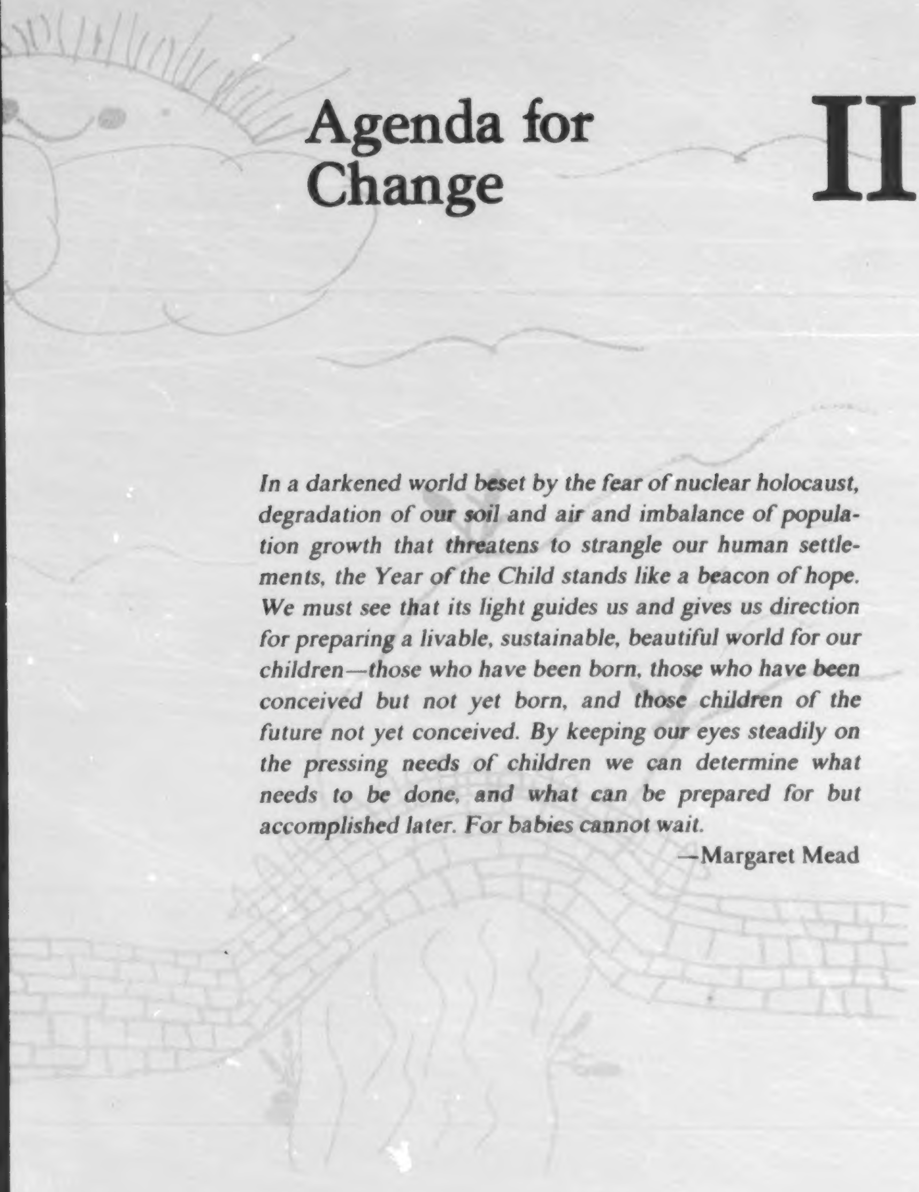


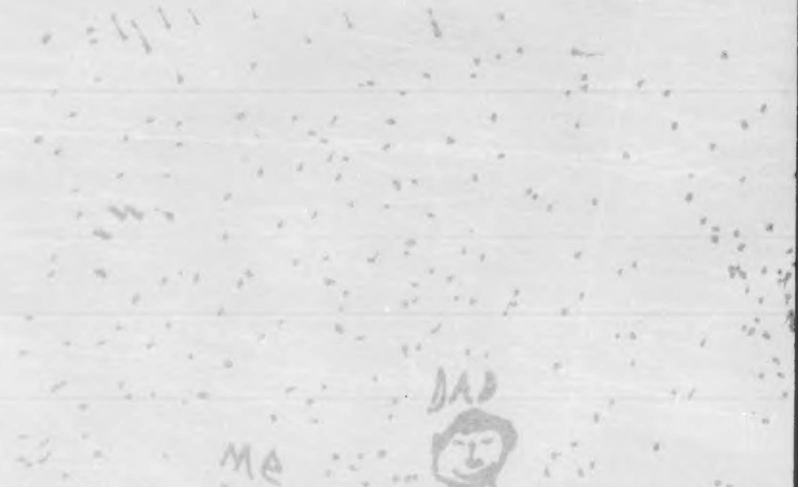
Agenda for Change

II



In a darkened world beset by the fear of nuclear holocaust, degradation of our soil and air and imbalance of population growth that threatens to strangle our human settlements, the Year of the Child stands like a beacon of hope. We must see that its light guides us and gives us direction for preparing a livable, sustainable, beautiful world for our children—those who have been born, those who have been conceived but not yet born, and those children of the future not yet conceived. By keeping our eyes steadily on the pressing needs of children we can determine what needs to be done, and what can be prepared for but accomplished later. For babies cannot wait.

—Margaret Mead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Families

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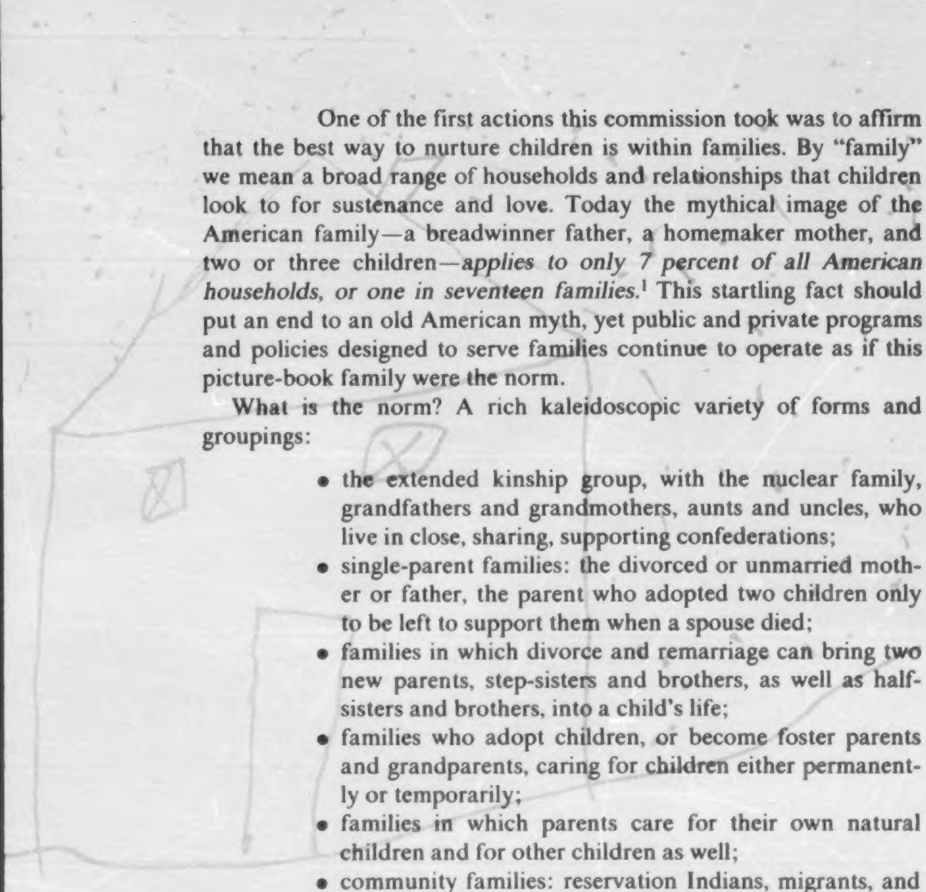


One of the first actions this commission took was to affirm that the best way to nurture children is within families. By "family" we mean a broad range of households and relationships that children look to for sustenance and love. Today the mythical image of the American family—a breadwinner father, a homemaker mother, and two or three children—*applies to only 7 percent of all American households, or one in seventeen families.*[1] This startling fact should put an end to an old American myth, yet public and private programs and policies designed to serve families continue to operate as if this picture-book family were the norm.

What is the norm? A rich kaleidoscopic variety of forms and groupings:

- the extended kinship group, with the nuclear family, grandfathers and grandmothers, aunts and uncles, who live in close, sharing, supporting confederations;
- single-parent families: the divorced or unmarried mother or father, the parent who adopted two children only to be left to support them when a spouse died;
- families in which divorce and remarriage can bring two new parents, step-sisters and brothers, as well as half-sisters and brothers, into a child's life;
- families who adopt children, or become foster parents and grandparents, caring for children either permanently or temporarily;
- families in which parents care for their own natural children and for other children as well;
- community families: reservation Indians, migrants, and the military.

The combinations and regroupings are endless and rich in their diversity. But they all have one thing in common: every one of them is labeled a family by some, while others point to the mythical 7 percent and insist that nothing else really deserves that label.

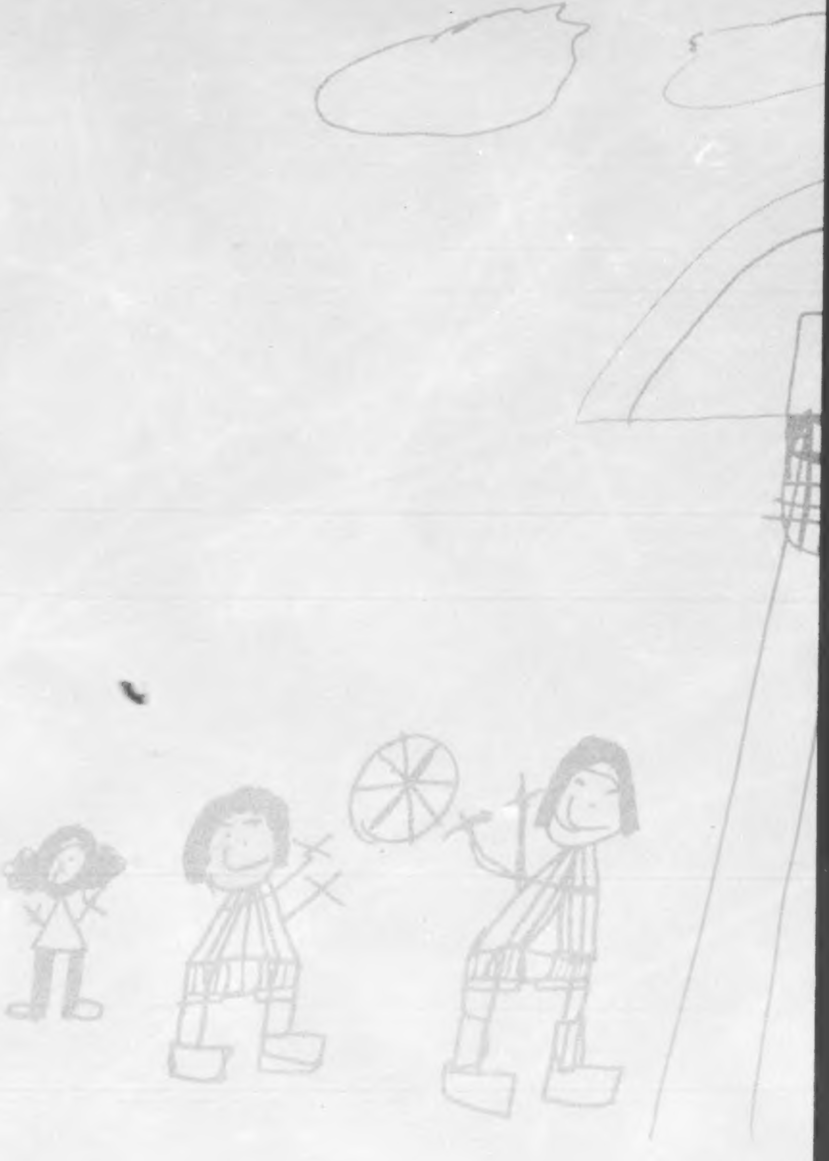
Dynamic, adaptable, and ever changing, the American family, we believe, is strong precisely because it *is* so diverse. Yet the very multitude and assortment of family forms has created new demands, new pressures, and new problems for those who seek to support, nurture, and reinforce the family's function.

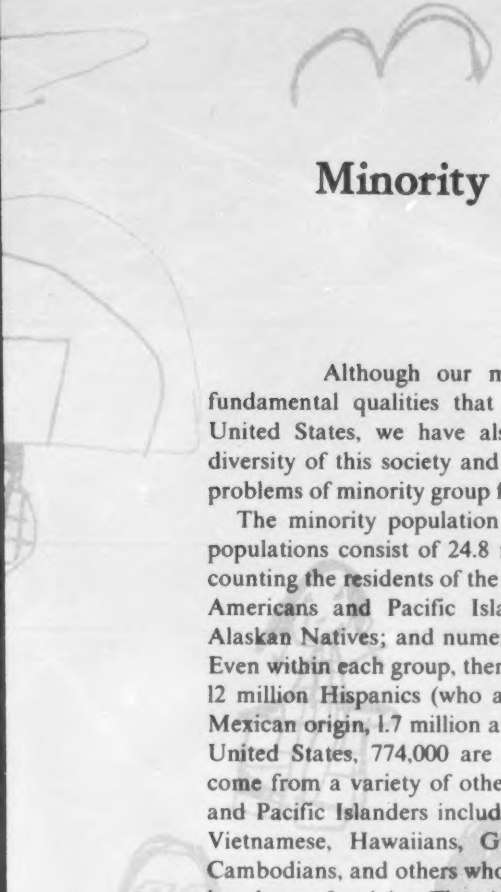
- The divorce rate in the U.S. has increased by 700 percent since 1900.[2] In 1978, 11 million American children were living with one parent;[3] 2 million of them were living at the poverty level, in single-parent families headed by women who worked full time but were still unable to support their children.[4]
- Of the total 5.7 million single-parent families in the U.S., 40 percent are living below the poverty level. For two-parent families, the figure is one out of sixteen.[5]
- Today, almost 43 million women are in the labor force. Of these, 6 million have children under the age of six; by 1990 the number of women in the labor force is expected to climb to over 54 million.[6]
- If divorce and separation rates continue, four out of ten children born in the 1980s will live in a single-parent household for some part of their childhood.[7]
- In 1978, 88 percent of all white families included both husbands and wives. By contrast, only 56 percent of all black families had both parents living at home. These single-parent black families—the vast majority of them headed by women—had much lower incomes and much higher unemployment rates than their white single-parent counterparts.[8]
- The incidence of poverty among nonwhites is 29 percent, compared to 8.9 percent for whites: Blacks, Hispanics, American Indians, and other minorities are three times more likely than white families to be poor.[9]

Today, the stresses and strains that American families face are unprecedented. General economic fluctuations such as inflation, recession, unemployment, or underemployment, the rising divorce rate and the problems of the single-parent family, the surge of young mothers into the workplace—all affect the capacity of families to provide care and protection for their children. Despite families' strengths, these pressures make many of them far too vulnerable. One crisis, one mistake, one emergency can often plunge them into poverty or separate children from their parents.

The past decade has seen a dramatic rise of interest in the subject of the family, underscoring its social and economic importance and—despite widespread concern about shifts in family forms—its basic resilience. Yet it is widely acknowledged that all families need and use help raising children. The diverse new profiles of families in this country underscore the fact that public policy must be adaptable and flexible if it is to shape itself to meet family needs. In addition, we believe the focus of policy must shift from emphasis on what is done for and to the family, to what the family can do, or be empowered to do, for itself.

What follows is a series of brief chapters on areas of major concern that have been discussed repeatedly throughout the United States during 1979. The recommendations for change are made in light of what we have learned from countless thousands of others whose tremendous concern for the problems of children and tremendous energy to work on solving them have illuminated the observance of the International Year of the Child.





Minority Children

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Although our major concern this year has been the fundamental qualities that unite all children and families in the United States, we have also reflected on the racial and cultural diversity of this society and on the special contributions and special problems of minority group families and children.

The minority population is, of course, many populations. These populations consist of 24.8 million Blacks; 12 million Hispanics, not counting the residents of the territory of Puerto Rico; 3 million Asian-Americans and Pacific Islanders; 827,000 American Indians and Alaskan Natives; and numerous other, smaller minority populations. Even within each group, there is striking diversity. For example, of the 12 million Hispanics (who are also called Latinos), 7 million are of Mexican origin, 1.7 million are Puerto Ricans living in the continental United States, 774,000 are Cubans, and the remaining 2.5 million come from a variety of other Spanish origins.[1] The Asian-Americans and Pacific Islanders include Chinese, Japanese, Koreans, Filipinos, Vietnamese, Hawaiians, Guamanians, Samoans, Laotians, Thais, Cambodians, and others who differ in religion and language as well as in place of origin. The American Indians and Alaskan Natives represent well over 150 separate tribes, organizations, and communities.[2]

Although we have cited figures, the numbers in the country's minority populations are difficult to estimate because, for various reasons, the census undercounts these groups. For instance, the United States Census Bureau acknowledges that as much as 7.7 percent of the Black population went uncounted in 1970. Beyond baseline population counts, data on the facts of life of minority children and families are, to a very great extent, either uncollected, unanalyzed, or unpublished. Currently, data on the population and conditions of Hispanics, American Indians and Alaskan Natives, Asian-Americans, and Pacific Islanders are poor to nonexistent.

Over the course of this year, we heard a great deal about what it means to be a minority child in the United States. Again and again, we saw how minority children and families have benefited from the unique strength and human resources of their cultural and ethnic communities and traditions. But we also saw evidence of the discrimination that has set the context in which minority children grow up.

Perhaps the greatest obstacle that many minority children in the U.S. face is the poverty of their families. The proportion of black families with incomes less than $5,000 is almost three times the proportion of white families; for Hispanics, the proportion is almost twice that for the rest of the white population.[3] Minority adults suffer a higher unemployment rate than do whites, earn less than non-minority workers, and are more likely than whites to be employed in hazardous or unsafe occupations.[4] A young black college graduate has the same chance of being unemployed as does a white high school dropout; a black high school graduate has the same chance of being unemployed as a white grade school dropout.[5] All of this, translated into family income, means that minorities are less able than others to purchase health care or medicine, adequate food, decent housing, and services such as counseling or babysitting for their families and children. These aspects of living in a family with low income have a cumulative effect on most minority children's present lives and future hopes.

The historical denial of equal opportunity to minority children persists in the present. A few facts highlight this reality:

- Among children aged one to four, minority children die at a rate 70 percent higher than white children; minority children aged five to nine die at a rate 40 percent higher than white children.[6]
- American Indian children are twice as likely to die from heart disease, influenza, and pneumonia as other children.[7]
- For every two black high school graduates, one black child drops out of school. The same rate holds for Hispanic children. For every ten American Indian children who graduate, eight drop out. Black children are more than twice as likely to be suspended from

school and to receive corporal punishment in school as are white children.[8]

- Black and Hispanic children are more likely than white children to grow up in a female-headed family.[9]

The personal experiences of individuals often tell an even more powerful story. Last year, we heard about a Sioux Indian teenager who was pregnant. When she went into labor her friends took her to a city hospital's delivery room. Upon arrival, she was told that her Indian health card was not acceptable at the hospital and that she should find an Indian Health Care Hospital or go back to the hospital on the reservation. Enroute back to the reservation hospital, she started to hemorrhage. By the time she had arrived, she was critically ill and the baby had died.[10]

A pervasive lack of recognition and respect for cultural and language diversity destroys children's sense of identity and acceptance. Nowhere around them in the mainstream culture are minority children, no matter from what background, likely to find material from which to build a positive self-image. The printed and electronic media do little to depict people from their backgrounds as they really are. Television may be the most obvious offender, but printed materials, books, and textbooks are no better.

Minority children often encounter attitudes and practices hostile to their retaining their own culture and language. Few services, for example, are offered in a language other than English. A illustration of the challenge to a child who does not speak English comfortably was related to us by a young Chinese immigrant:

> *Imagine for a moment that you have lost your power of speech and that it will take a great deal of effort on your part to regain it. At the same time, in order to survive and carry on your daily activities, you have to communicate. Sign language, body language, and pantomime will work to a degree, but how can you tell someone in sign language that George Washington was the first President of the United States? If you can imagine this perhaps you can feel for the immigrant child who has to deal with the total adjustment of being uprooted and transplanted in a new country, but also with the sudden loss of almost all of his ability to communicate.*[11]

Government policies do not respond to the diversity of minority populations, nor to their individual characteristics. Although it is undeniable that minority populations differ greatly, government programs do not sufficiently reflect or respond to their differences. The strengths of each community are neither recognized nor utilized. Health care services for American Indians do not draw on traditional healing methods. In immigrant populations, programs for translating and interpreting differences between native cultures and practices and the American approach in a variety of areas are needed but rarely exist. For example, the situation of the 250,000 refugees from Southeast Asia, an estimated 40 percent of whom are children, is unique; apart from leaving their home countries far behind, these refugees have undergone traumatic experiences of war, of risking their lives in the process of escape, and of losing family members. Services designed for this population must be responsive to these experiences.

Present assistance programs tend to undermine populations for which they were originally intended. For example, policies that deny services to undocumented children force families to choose between getting the help they know they need and risking involvement with immigration officials. American Indian families often must send their children away from home for schooling because no school has been provided nearby. Some foster care regulations deny reimbursement costs to agencies that place children with relatives or extended family members, so children are often sent to live with strangers when the extended family wanted to keep them.

To learn more about the situation of minority children, in December 1979, we convened a special conference on minority children and families. This was an exciting undertaking in which representatives of different minority groups met together with a common focus on children. One hundred and twenty participants attended, met in general sessions, separated into various caucuses, and attended workshops on intergroup cooperation, on strategies for making public agencies responsive to minority children's concerns, and on current legislation.

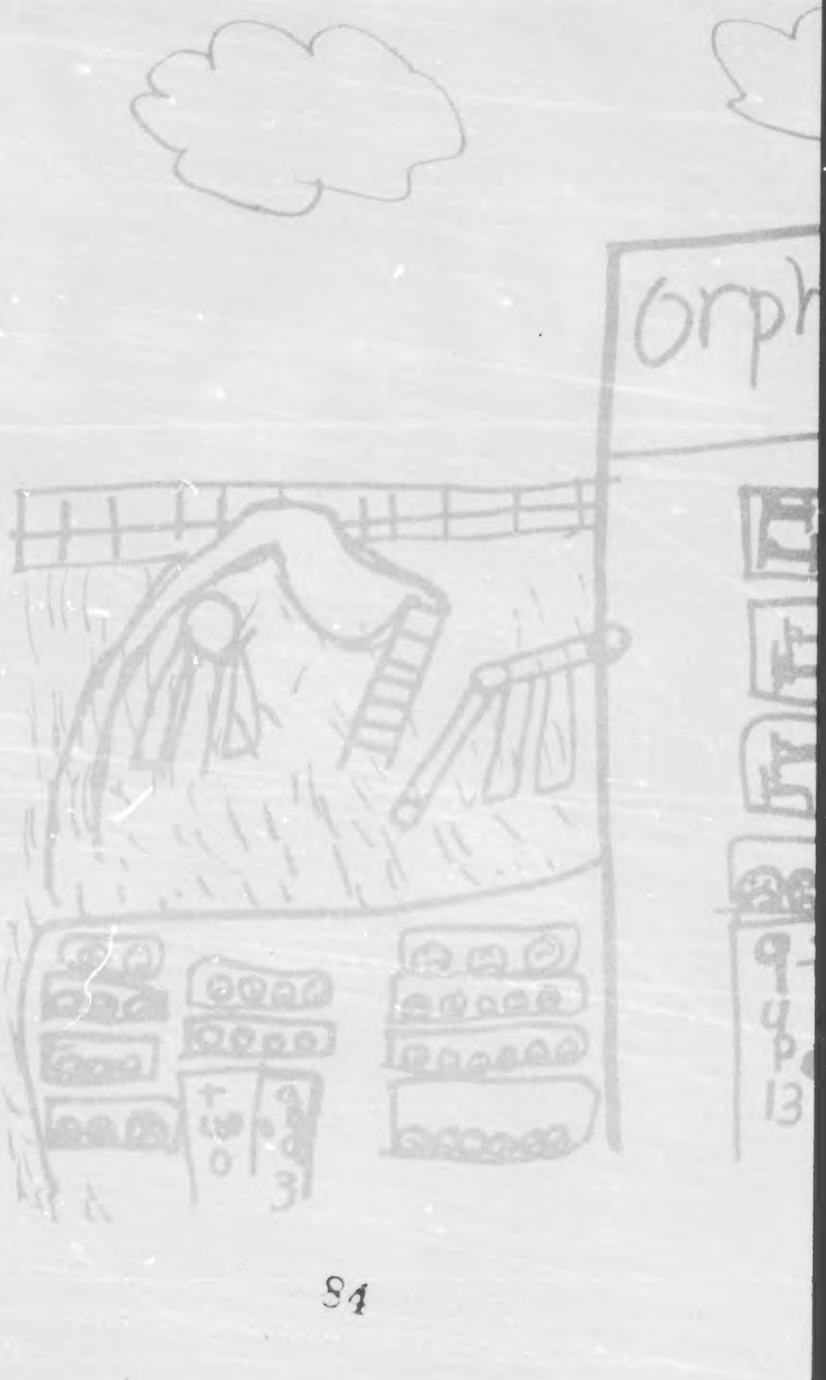
What emerged from these intensive two days of deliberation and debate was a fresh picture of the special and diverse needs of minority children and a recognition that by working together minority groups can address those needs for all minority children more effectively. Those who attended insisted that the continuing racial and cultural discrimination that victimize minority children and families within our education, health care, juvenile justice, child welfare, social services, welfare, and employment systems must be eliminated.

Toward that goal, participants put forward several specific principles for action:

- *Accurate, up-to-date and reliable data on minority groups must be collected,* while, at the same time, the privacy rights of individuals are protected.

  Good data are essential for obtaining appropriate services. Poor data can underplay the need altogether. Therefore, federal agencies must gather, analyze, and publish information on the needs of diverse minority group children and on whether and how well those needs are being met. In particular, increased data on conditions of Hispanics, American Indian and Asian-American children are required. Moreover, major federal reporting systems should break down each minority group into its component populations. Unless differences between and within minority groups are known and documented, tailoring services to specific needs will be impossible. For example, the Census Bureau recently reported the percent of children who were under eighteen and living with a single parent; the report was broken down by Hispanic sub-population groups. There were significant differences among these groups, with 15 percent of Mexican-American children, as contrasted with over 45 percent of Puerto Rican children, living in single-parent families.[12] Clearly, the needs of these groups differ.
- *The design and implementation of programs must recognize, respect, and build upon the contributions and strengths of minority families and communities.* Programs to help minority children and families must have strong minority participation and direction and be sensitive to the varying needs, language, cultures, traditions, values, and informal support systems of the minority populations being served.
- *Greater minority-group unity in advocating for improved policies for minority children is needed,* focusing in particular on the budgetary and resource allocation processes and calling for increased funding for programs that will meet the needs of minority children.
- Internal and cross-cutting communications, coordination, and action *networks must be established within*

and among diverse minority groups in order to use the political process effectively to achieve specific goals for minority children. Minority communities must rely on themselves, their votes, their organizations, and their strengths in ensuring that their children's needs are visible and responded to by policymakers and political leaders.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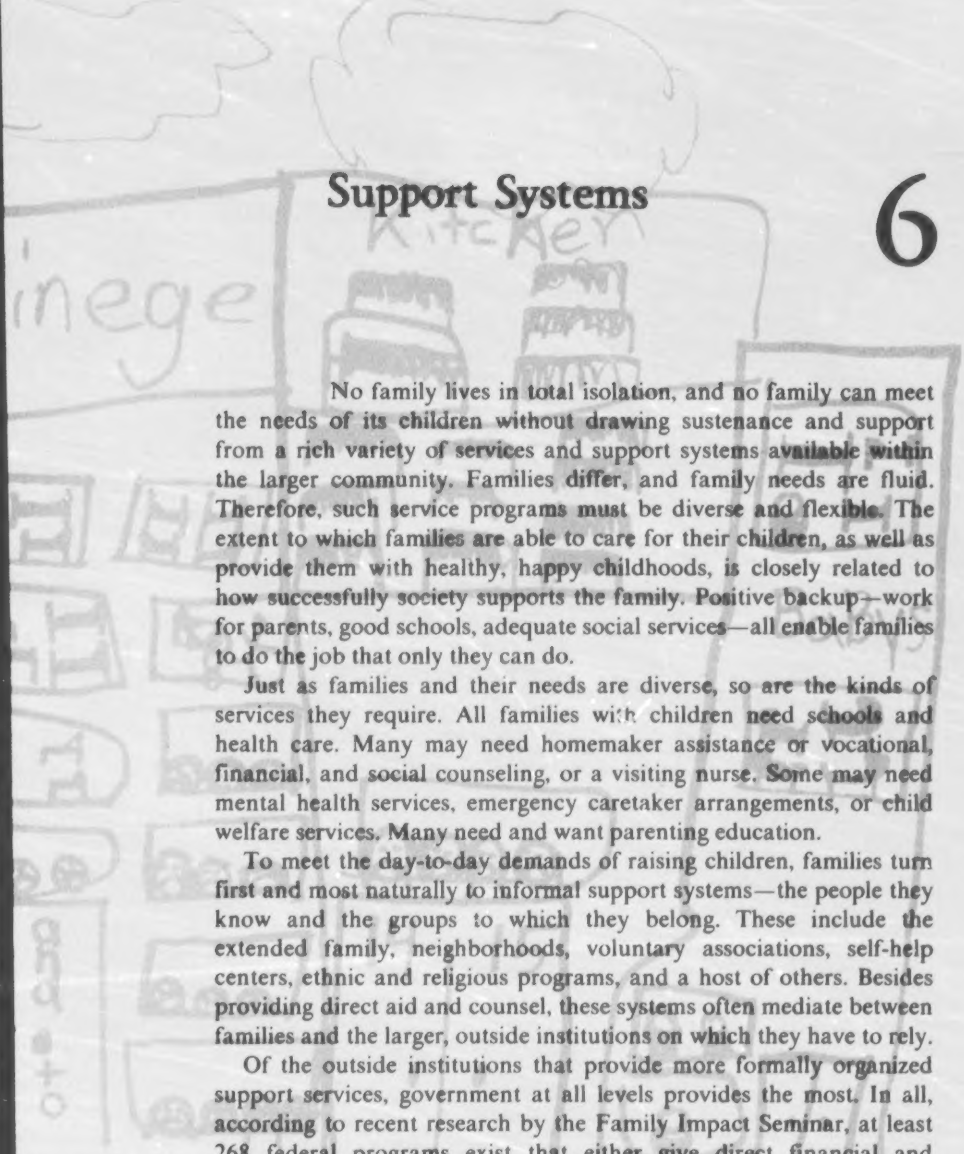

Support Systems

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No family lives in total isolation, and no family can meet the needs of its children without drawing sustenance and support from a rich variety of services and support systems available within the larger community. Families differ, and family needs are fluid. Therefore, such service programs must be diverse and flexible. The extent to which families are able to care for their children, as well as provide them with healthy, happy childhoods, is closely related to how successfully society supports the family. Positive backup—work for parents, good schools, adequate social services—all enable families to do the job that only they can do.

Just as families and their needs are diverse, so are the kinds of services they require. All families with children need schools and health care. Many may need homemaker assistance or vocational, financial, and social counseling, or a visiting nurse. Some may need mental health services, emergency caretaker arrangements, or child welfare services. Many need and want parenting education.

To meet the day-to-day demands of raising children, families turn first and most naturally to informal support systems—the people they know and the groups to which they belong. These include the extended family, neighborhoods, voluntary associations, self-help centers, ethnic and religious programs, and a host of others. Besides providing direct aid and counsel, these systems often mediate between families and the larger, outside institutions on which they have to rely.

Of the outside institutions that provide more formally organized support services, government at all levels provides the most. In all, according to recent research by the Family Impact Seminar, at least 268 federal programs exist that either give direct financial and program assistance to individuals and families or have potential impact on families and their children.[1] In addition, there are innumerable federal policies that deeply affect families: tax laws, court decisions, employment programs, revenue sharing, regulatory agency decisions, and macroeconomic policies.

Besides government services, formal support systems may also include special programs and benefits provided by corporations, medical centers, hospitals, private agencies, colleges and universities, unions, and other organizations.

Family Support Services

Family support services should be designed to strengthen bonds between children and parents. They should provide not only reactive but preventive assistance, and at the same time they should seek to ensure individual human dignity and the integrity and wholeness of the family.

Too often, however, the opposite happens. Finding and using formally provided services can be exhausting, time-consuming, and frustrating for families of all income levels; the process of seeking help can itself heighten a family crisis. In addition, numerous families and children are ruled ineligible for the services they need, particularly families whose income is just above the poverty line. Even families that have the capacity to pay frequently find that the needed service simply does not exist. These gaps in policy, service delivery, and eligibility, although not intended to penalize families, often do.

During the International Year of the Child, we saw an abundance of creative coping strategies devised by individual families, groups, and institutions to meet their special and changing needs. However, persistent problems and challenges are still evident and require action if all children are to be effectively and adequately served.

It must be recognized that all families need and use services. Traditionally, reaching out for help from outside resources was seen as a natural impulse, a sign of strength and commitment to one's family. Today, however, those services designed specifically to assist poor and endangered families often brand their clients with the stigma of failure. The decision of a family to seek out support services to keep itself intact should be recognized and encouraged as a sign of strength rather than taken as an admission that the family is incapable of caring about its children.

Services should build on family strengths. The role of support services is, quite simply, support. Services should preserve, respect, and reinforce the coping skills of individual families.

Services should focus on prevention, not crisis. In many cases, family support services are mobilized only when problems have reached crisis proportions. Often they serve to promote rather than prevent the institutionalization of children. When services *are* available to help keep a family intact, they often move into action too slowly to be of real value.

Emergency services should be prepared to act fast. While services should stress diagnosis and prevention, they must also be designed with the awareness that the pace and pressure of family life today has created a special need for emergency assistance programs. These should encompass a well-coordinated network of emergency services such as crisis hotlines, child care, family counseling, financial aid, and homemakers—and all these should be available to move into action quickly and efficiently to aid families in serious distress. Such services would address episodic problems without forcing the family into chronic dependency.

Services should adapt to the diversity of family forms and the changing needs of a single family over time. The multiplicity of family forms and today's economic and social environment have created compelling needs for new kinds of social services. During IYC, for instance, we heard parents and young people stress the need for parenting education programs, in both rural and urban areas. More and more often, parents today feel strained and unequal to the economic pressures they face and overcome by the forces that are shaping their children's lives. Parents today feel they need support and specialized knowledge to deal with the changing needs of their children at different stages of their growth, to counter the problems of alcoholism, crime, and drug abuse, and to understand better the effects of the media and other outside influences on their children.

Young people frequently stressed their desire for parenting education so they would be prepared for parenthood. Parenting education programs can be organized by private agencies, public welfare agencies, self-help centers, the public school system, or even unions and corporations. Whoever organizes them, they should respect the integrity and independence of the family.

Services must be made available to all families and children. Often those families most in need of services are not receiving them. Some families are ineligible under current service standards; some are eligible for only a few services; some families are eligible but are not receiving services. As of March 1979, 30.1 million children had working mothers; 7.2 million of these children were under the age of six,[2] and only a few of them had fathers or adult family members who could stay at home to look after them. For low-income working families, whose earnings may be too meager to qualify them for tax credits and too high to qualify them for the public social services provided for under Title XX of the Social Security Act, virtually no assistance is available. At the Migrant Farmworkers Conference in Geneseo, New York, Polly Spedding pointed out:

> *Sometimes the most well-intentioned program can create an aura of resentment and distrust. . . . In my own program, we provide comprehensive child care in rural communities but must restrict the eligibility for those services to migrant children. Many rural children who need day care are thus excluded from the only day care center for miles, and at the same time, the migrant children and their families are isolated from their peers.*

Eligibility barriers can divide a community against itself. "It's gotten to the point," said Wilma Thomas during an IYC American Indian Child Conference in Phoenix, Arizona, that government agencies have "urban Indians and reservation Indians fighting among themselves for the little pieces of money they are shoveling out."

Services should build on family strength, focus on prevention, and adapt to changing family lifestyles and problems; therefore, every effective, high-quality social service program must have certain essential ingredients. Services must be available and accessible to all families who need them; they must be comprehensive, to meet the needs of diverse family forms, cultures, and racial groups; they should include clients in their design, delivery, and evaluation; they should be well coordinated; and they should include accountability mechanisms to ensure timely and appropriate service delivery.

RECOMMENDATIONS

We recommend:

- that all local communities throughout the nation establish systems of social services that are available to all families regardless of income and that use multiple public and private financing arrangements;

- that the private sector, including businesses and unions, recognize its own role in the nurture of children by providing services for families or contributing to family-strengthening community services. Special emphasis should be placed on the role of industry in establishing work practices (such as flextime and job-sharing) and employee benefits that recognize the interrelatedness of home and work life;
- that communities, with state and federal support and encouragement, develop comprehensive information services, including public awareness programs, so that parents and families are informed about services and can plan and coordinate the services they need and want for their children;
- that federal and state governments act to ensure that child care is available to all who need it at costs that vary with the income of the family, and that such programs be supported by multiple public and private financing arrangements;
- that clients be included in the policy making, program planning, implementing, and evaluating of all family social services.

Juvenile Justice and Youth Services

America's children in need and in trouble number in the millions: 2 million children a year come under the court system; 1 million a year are reported as abused or neglected; 1 million are identified as runaways; one-half million or more are separated from their families and are living in public institutions. All of these children come within the legal jurisdiction of our system of juvenile justice and youth services.

Developed in 1899 as a "substitute parent" and empowered to act in the "best interests of the child," the juvenile justice system was designed to be a positive, humane alternative for dealing with children in trouble, and to ensure that they were treated differently from adults.

Today, people tend to think of the juvenile justice system simply as a vehicle for coping with young criminals. In fact, however, young people become involved with our court system in a number of differing ways. A closer look at them is revealing.

The Range of Children in the Juvenile Justice System

Status offenders. These children come into court on charges based on acts that would not be considered crimes if adults had committed them. Generally, status offenses include running away from home, refusing to attend school, disobeying "reasonable" orders of parents, sexual activity, being a "wayward" child, being "incorrigible," or being "unmanageable." Yet many of these children, who are not charged with any crime whatsoever, end up in detention facilities or even in adult jails. A disporportionate number are girls. Many have run away from home as a form of teenage rebellion; many are attempting to escape intolerable, sometimes life-endangering situations such as abusive parents. There are over one million runaways reported each year.[1]

An example of what can happen to status offenders is the case of a hyperactive child in Illinois who was sent to a detention center when a case worker filed a petition of "incorrigibility" against him. He spent 27 months there without medical or other treatment, steadily deteriorating.[2]

Abused, neglected and dependent children. Many children come under the court's jurisdiction for reasons that have nothing at all to do with their own actions. About 1 million children under age eighteen are reported as victims of child abuse and neglect each year,[3] and an additional 1.4 to 1.9 million are said to be vulnerable to physical injury from their parents in any given year.[4] Current estimates hold that for every reported case of child abuse, at least four go unreported. Abuse and neglect result in the deaths of 4,000 children annually—one child every two hours.[5] This tragic form of violence cuts across a broad spectrum of American families and is not confined to any socioeconomic, racial, religious, or ethnic group.

Many other children come into the system simply because, for a variety of reasons, their families cannot adequately care for them. These families often turn to public agencies for support, and often the end result is that their children are labeled "dependent" and come into the custody of the state.

Juvenile delinquents. Over 2 million juveniles a year are brought to the attention of the juvenile justice system by the police, social welfare professionals, and their parents. Over 1 million of them become a matter of court record after falling into trouble with the law as it is variously applied in some 2,900 jurisdictions across the country.[6]

The children labeled as delinquent—troubled, sometimes violent, and dangerous to themselves and others—are those who raise the greatest fears and concern among both adults and children. Those responses are by no means unfounded. According to a 1977 report, over one-half of all property crimes are committed by persons under eighteen.[7] Between 1960 and 1974, arrests of juveniles more than doubled. For serious offenses, including criminal homicide, forcible rape, burglary, robbery, and aggravated assault, the combined increase in reported arrests of juveniles under thirteen totaled a staggering 143 percent.[8]

Although the increase in juvenile arrests and the soaring costs of juvenile crime are disturbing, it is important to remember that these crimes are committed by only a small proportion of American youths. In addition, whereas the rate of crime committed by young people is rising, serious offenses against persons represented only 4 percent of all arrests of young people in the mid-1970s.[9]

The System's Forms of Care

Whatever or whoever brings children into the juvenile justice system, the system remands each one of the children within its jurisdiction to some form of care. It may return them to their own families, sometimes with a promise of in-home services such as counseling or job training. All too often, no help whatsoever is provided to these families—at least not until the next crisis, and at that time it may well be too late. Tens of thousands of other children are placed in a variety of out-of-home settings ranging from foster care to "secure" (i.e., locked) placements, to group homes, to larger institutions.

Children in child care institutions. Estimates of the number of children in out-of-home placement range from one-half to three-quarters of a million. A 1975 Children's Defense Fund survey projected that, nationally, over 448,000 children are the responsibility of either child welfare agencies or probation offices; this figure does not include children who are the responsibility of mental health or mental retardation systems.[10] No one, however, not even the federal agencies involved in child care, knows exactly how many children are currently living in institutions.

Among institutionalized children there are many whose temporary placements needlessly turn into permanent ones. Just one among the thousands of cases crowding the files of the public placement system is the story of a three-year-old Louisiana boy who was separated from his mother because she was in the process of a divorce and temporarily unable to care for him. She placed her son voluntarily for what she thought would be a brief period. He was not returned home for ten years. From ages three to four, he lived in three different foster homes. At five, the state of Louisiana sent him to a facility in New York State. Five years later, he was sent to another institution in Texas, until a lawsuit returned him to his mother.[11]

Children in jail. Over 1 million young people are incarcerated annually in some form of detention facility.[12] Of these young men and women under age eighteen, estimates of the total number who are jailed annually range from 250,000 to 400,000. About 38,000 children under age sixteen are held in adult jails on any given day, according to the Children's Defense Fund.[13] The imprisonment of children, especially in adult jails, can result in many forms of abuse—and even in death:

- In South Carolina, three brothers aged fourteen and under were suspected of stealing coins from a local store. Picked up by the police and incarcerated in an adult jail, they were repeatedly tortured and sexually assaulted by inmates without interference from jail personnel.[14]
- A young girl of sixteen, in and out of the juvenile court system since she was twelve, hanged herself in a New York jail after 55 days in solitary confinement.[15]

Principles for Change

Based on what we have heard this year, it is possible to formulate several principles for a just, rehabilitative, and supportive juvenile justice system:

Children should not be drawn into the juvenile justice system prematurely. Current child welfare policies and programs often do little to prevent family break-up and the removal of children from their homes. Help is unavailable or refused until the situation has reached extreme proportions. Families that might have stayed together had appropriate support been provided deteriorate so gravely without those supports that their children are abruptly and needlessly uprooted from their homes and communities, severed from familiar systems of support, and moved into the juvenile justice system. All too often, in the placement process, children and their families are systematically isolated from one another. Once caught within that system, it becomes difficult or impossible for families to stop the institutional processes that have been set into motion or for children to break out of the cycle of troubled behavior that keeps them in the system.

Children who are placed in out-of-home settings must be provided appropriate care and treatment. Thousands of children are placed in inappropriate facilities that do not provide them with the help they need and that aggravate rather than solve their problems. Many young people are sent to a facility simply because it has an available space, without any consideration or evaluation of the young person's needs and without any attempt to match those needs to the services provided. For example, young runaways are held in adult jails; handicapped children are isolated in facilities without specialized programs; young children and infants are held in nursing homes or hospitals.

In looking at the detention of juveniles charged with delinquency, a study of the National Council on Crime and Delinquency concluded that no more that 10 percent of all children apprehended by the police require detention; only 11 percent of the children held in 440 jails it surveyed were charged with serious offenses against persons. The other 88.3 percent were charged with property or minor offenses or had committed no offense at all but simply had nowhere else to go.[16] One expert found thousands of children, some as young as seven or eight, spending "months, even years, behind bars for offenses that would not put an adult in jail for even an hour."[17] And this detention of delinquents serves no one's interest. In fact, about 75 percent of adult offenders in American prisons began their criminal careers in juvenile facilities, according to one youth care professional at an IYC hearing. "And the rate of recidivism—or repeat offenses—is estimated at 75 to 80 percent in juvenile institutions by the National Council on Crime and Delinquency. Many of the young people who come out of the institutional environment are bitter, angry and dangerous."[18]

All too often those children held—for whatever reason—in out-of-home settings are victimized by the system charged with protecting and nurturing them. Such institutional abuse takes many forms: physical mistreatment; overuse or improper use of drug therapies; punitive or unmonitored seclusion; and severe behavior restrictions.

Most of the laws governing child abuse and public child care are designed and administered at the state level. Policies, practices, and regulations vary tremendously from state to state, and within states even vary from county to county, making it extremely difficult to collect research data or monitor care. To date, only a handful of states have adopted guidelines to eliminate institutional abuse.

While the federal government has taken major strides in developing some guidelines for quality of care in areas such as child abuse and neglect, comprehensive federal regulations governing the provision of care for children in out-of-home placements are lacking. Yet without a way to make inter- and intra-state comparisions and without a system for monitoring both public and private service providers, policy formulation is hampered.

Children in institutions should have the right to periodic reviews of their status. All too often, the very system that is designed to care for children is guilty of neglect just as serious as what it charged the parent or other guardian with. Some children remain in institutional care without representation or case review for indeterminate periods of time, from a few days or weeks to many years. While some states have enacted excellent laws mandating periodic reviews of these cases, often the funds or the staff needed to conduct periodic reviews and follow-up are unavailable. In other states, no periodic reviews are required, and children can remain in institutional limbo indefinitely.

Many of these children, often removed from their homes due to temporary family crises, are never returned to their families to be raised by their parents, nor are they adopted by other families that can provide permanent substitute nurturing and care. For these children, institutional control is a way of life until they reach age eighteen and legal adulthood, when they are abandoned by the system without support, training, or community and family roots. For other children, especially those in mental institutions, these conditions may last a lifetime.

All forms of discrimination must be eliminated from the juvenile justice system. The juvenile justice system has been called a dumping ground for America's poor and minorities. According to a report of the Office of Juvenile Delinquency and Youth Development, "The juvenile justice system in recent years has come under close scrutiny. . . . Critics contend that there is one law for the poor, another for the rich. . . . Numerous studies have shown that there is differential handling of youthful offenders, based on neighborhood and economic circumstances. . . . Members of minority groups are more likely to be involved in the juvenile justice system—from being charged by the police, to being processed and adjudicated by the courts."[19] There is also ample evidence that a double standard of care and status operates for boys and girls. Girls are disproportionately drawn into the system for status offenses, and once within the court's jurisdiction, they are faced with a particularly inadequate set of services. And there is serious question as to whether the category of status offenses should exist at all, since some argue that it is a clear-cut example of age-discrimination.

Promise of Change

Although even this brief overview of the juvenile justice system suggests enormous problems and gaps in service, throughout the Year of the Child we found dozens of promising new programs, projects, and alternatives to the current system that are now flourishing across the country. Many of the most interesting ones are built around citizen involvement; community-inspired responses to juvenile problems; and a commitment to the concept that the least restrictive alternative, because it disrupts children's lives as little as possible, is often the most effective.

These new programs were being developed by policemen, judges, concerned voluntary groups, lawyers, and well-established youth organizations that have traditionally steered away from the thorny problems of juvenile delinquency, teenage pregnancy, alcoholism, and drug abuse. The emerging new concept of community-based service represents a major shift away from large-scale publicly run programs. "It is as if," said one youth care worker at an IYC hearing, "we are reacquainting our communities with the social fabric and self-responsibility that were once the cornerstones of our neighborhoods."[20]

These new, creative, grass-roots approaches to confronting youth problems take as many forms as the communities that initiated them:

- halfway houses, well integrated into communities, so that children can benefit from the experience, skills and concern of families and professionals around them, and not be isolated in an institution without access to community support;
- drop-in centers, where young people can go at any time of the day or night and receive expert, one-to-one counseling. Some of these programs are staffed by a network of young professionals, including psychologists, doctors, job counselors, and recreational supervisors trained to help young people cope with the multitude of problems and pressures they face;
- host family programs, through which families volunteer to care for children for a short time when a crisis develops in the children's homes. The cooling-off period that this kind of program permits often makes entrance into the court system unnecessary;
- a child care "switchboard" that provides special programs and services for single parents and their children,

including housing referrals, family counseling, and peer-group sessions for teenagers.

In many cases, the costs of these kinds of community-based programs or the cost of keeping children within their families is lower than that of institutionalization.

One government official pointed out at a statewide conference on children in Ohio during 1979:

> *We must reverse the . . . cost calculus—the calculus that says that society is willing to pay large amounts of money for services to children out of the home. The further our children get from the home, the greater the amount we are willing to pay. We must be willing to pay for creative and effective programs for children in their homes. In those instances where families are simply unviable, we owe vulnerable children permanency, not the endless bouncing from foster placement to foster placement. The fascinating fact here is that home-based care is cheaper.*[21]

RECOMMENDATIONS

We recommend:

- that at the federal and state levels, incentives be developed to keep children within their families whenever possible and appropriate;
- that the federal government be encouraged to support the creation of a comprehensive model code in all areas of juvenile court and youth services operation. The goal of such a code would be to promote the development of uniform basic standards of care in all states;
- that accurate data collection systems be developed and the data regularly updated in all states, and that such data be gathered in a form that permits state-by-state comparisons of child care needs and services;
- that at the state and local level, periodic administrative case reviews of children in out-of-home placement be undertaken by citizen review boards, courts, or other groups independent of those who provide direct services in child care institutions, and that children be included as representatives on such panels or review boards.

Health Care

No child should die from a preventable disease. Nor should any child be disabled or suffer from any disease or condition that could have been prevented or that can be corrected.

The United States justifiably claims to have some of the best health care facilities and institutions in the world. However, this country is far from achieving the ambitious goal stated above. The U.S. is the only industrialized nation that has not adopted in principle and in practice the right to health care for all children.

Some facts indicate how far children's health in the U.S. falls short of the ideal:

- Eleven other countries do a better job than the United States in keeping babies alive in the first year of life.[1] In the U.S. the death rate for black infants is 92 percent higher than that of white infants.[2] Death rates for other minorities are also high, but accurate data is not available.
- Nearly 10 million American children have no known regular source of primary health care.[3]
- Many children who are handicapped receive no services. A needs assessment conducted during IYC in Arkansas, for example, estimated that it would be the year 2000 before handicapped children, ages infancy to two years, in that state would receive full services.[4]
- Fully one-half of the children who require vision care do not receive it, whether the care be eye examinations, eyeglasses, vision therapy, or surgery.[5]
- Of children under age twelve, 47 percent have never been to a dentist for treatment.[6]

- More and more of the health problems among children and youths are psychosocial. For example:
  Alcohol abuse. An estimated 3.3 million problem drinkers exist in the fourteen to seventeen year-old age bracket, representing 19 percent of this population.[7]
  Adolescent pregnancy. Every year more than 200,000 babies are born to teenage girls between fifteen and seventeen years of age. An additional 11,000 children are born to mothers under the age of fifteen.[8]
  Physical and sexual abuse. More than 1 million children in the U.S are abused each year. It is estimated that 2,000 to 5,000 children die every year as a result of child abuse. An additional 10,000 children are severely battered; 50,000 to 200,000 children are sexually abused.[9]
- Mental health services are not available to the majority of children who are in need of them. The President's Commission on Mental Health in 1978 declared that mental health care was "inadequate or non-existent" for children and adolescents.[10]
- Accidents, homicides, and suicides account for about three-fourths of all deaths among teenagers. Accidents are the leading cause of death of all children over the age of one. If no child died in a car accident, total childhood mortality would be reduced by 20 percent.[11]

Throughout this year, we have heard about shortcomings in the American health care system. Health, of course, is greatly influenced by social, environmental, and economic factors. Still, the American health care system can move this country closer than it now is to an ideal of optimal health for children. The principles for doing so lie in stressing prevention; in paying more attention, both in planning and delivery, to the people who provide and receive health care; and in expanding people's access to health care.

Prevention and the Provision of Health Services

The greatest challenge to the American health-care system is to keep children in good health initially, as well as to cure them when they are sick. In the past, therapy has dominated our approach to health care, but with the children's health profile outlined above, the need for prevention is obvious. Prevention can be described as not only stopping disease before it strikes (through immunization and good prenatal care, for example), but also eliminating the consequences of disease once it has developed.

It is difficult to compare the actual costs with the benefits of preventive health care. For one thing, it is impossible to put a dollar value on reduced pain or suffering. Moreover, costs are usually felt far sooner than benefits. Some cost-benefit statistics, however, are available. A study by the Center for Disease Control showed that the $180 million investment in the measles vaccine program between 1966 and 1974 saved $1.3 billion in medical care and long term care by preventing conditions such as deafness and retardation.[12] Ample evidence shows that early intervention and treatment of physical, mental, and developmental disabilities of children pay off in terms of reducing the degree of handicap in later years. Parents and children both benefit when treatment is initiated at the time a condition is first identified.

A crucial part of prevention is in the hands of the patient; that is, patterns of maintaining health are primarily founded in the health practices of the family. Despite this, Americans in general acknowledge that they are not very well informed about most aspects of health.[13] Moreover, comprehensive health education is not available in most elementary and secondary schools. A recent report released by the School Health Association highlighted the fact that school health programs vary from state to state and within states. Only five states have legislation requiring comprehensive health education from kindergarten through twelfth grade, in which specific content is indicated for each grade.[14] It is not surprising then that a corporate report in 1979 revealed that "lack of information is a major obstacle to positive health practices for teenagers, with most admitting that they are not very well informed about preventive medicine, diet and nutrition, handling emotion problems or mental illness."[15]

In stressing prevention, this nation needs to implement known prevention techniques and practices, but it also needs to invest more in medical research. Throughout the year, the commission received correspondence from national organizations urging increased funding for research in preventing and combating prematurity, juvenile diabetes, arthritis, cancer, and many other conditions and diseases. With the same level of effort as was mounted toward detecting the cause and then the prevention of polio, many of the diseases that afflict children might be eliminated.

At every level, remarkable strides were made toward fuller prevention during the International Year of the Child. More than 90 percent of all school-aged children were immunized against the major childhood diseases in 1979[16]—an unprecedented level of protection in the United States. This was a result of the childhood immunization project initiated by HEW, with the full participation of individuals, local and state departments of health, numerous health and civic organizations, and the support of this commission.

During this year, the Surgeon General released a report, *Healthy People: The Surgeon General's Report on Health Promotion and Disease Prevention,* identifying some measurable national goals and objectives relative to maternal and child health. The American Academy of Pediatrics launched an IYC program called "Speak Up for Children," in which pediatricians, joined by other health professionals, advocated improved nutrition, immunization, health education, and accident prevention programs. Major efforts were made during 1979 to reduce infant mortality in such cities as Washington, D.C., and Houston, Texas. These programs and similar efforts require continued and enthusiastic support from all levels of government, from industry and labor, and from parents and children.

Safety and the Environment

For children over the age of one the leading cause of death is accidents. By far the greatest number of fatal accidents occurs in motor vehicles; others involve drowning, fires, choking on food, accidents with firearms, and a long list of other causes. The key to changing the tragic statistics of accident fatalities is prevention that involves better design, planning, and also education in safety practices. For example, according to the American Academy of Pediatrics, reasonably priced automobile seat restraints are widely available and have been shown to reduce deaths in auto accidents by over 90 percent and serious injuries by almost 80 percent.

Prevention is equally important to environmental safety. Historically, our manipulation of the environment has played a key role in the health of our young population. The elimination of harmful substances in the environment substantially improves the health of children. Water sanitation led to a rapid decline in deaths and illnesses from water-borne diseases. The removal or reduction of lead in paint and in gasoline has reduced the incidence of severe lead poisoning in children.

Because they are still developing, children are especially vulnerable to environmental pollutants, but the results of certain environmental contaminations become known so belatedly that few people are likely to associate the effect with its cause. For example, a child exposed to asbestos-based walls or asbestos-sprayed ceilings in schoolrooms or exposed to asbestos dust on a parent's work clothes can develop cancer as a result—but not until twenty or thirty years later.[17] The choices made by one generation are being visited upon future generations. Yet, people are scarcely taking responsibility for doing damage, and they must. All other issues for children become moot points if the environment has been so tampered with that radioactivity, depletion of the ozone layer, or pesticide contamination threaten life itself. For this reason, certain principles are basic to the health of children around the world:

- No child should have to breathe air that is so heavily polluted it causes chronic lung and respiratory illnesses. Early childhood exposure to heavy air pollution is believed to contribute significantly to a lowered pulmonary reserve capacity in adults. Children from high-exposure areas suffer a greater risk of developing lung disease as adults than children raised in cleaner communities.
- No child should have to endure serious illnesses (hepatitis, salmonellosis, gastroenteritis) caused by water that has been contaminated by the dumping of untreated wastes into rivers and streams.
- No child should experience hearing loss because of exposure to excessive noise from heavy construction, industry, airports, and the like.
- No child should be exposed to toxic chemicals like those contained in pesticides. Children of migrant farmworkers who work in fields sprayed with pesticides may suffer damage to the central nervous system, respiratory and digestive tracts, skin, eyes, mucous membranes, visceral organs, and the brain.
- No child should be overexposed to radiation, whether it is used for medical treatment, nuclear power generation, or modern conveniences.
- No child in another country should be exposed to harmful products or substances banned in this country, yet shipped abroad for use, sale, or disposal.

Access to Health Care

A child without access to health care might just as well live in a society that offers none. Yet, every day children in this society are denied the health care they need. Recent studies indicate that of the nation's 64 million children, 7 to 14 percent have no regular source of health care;[18] a majority of those needing mental health services are not receiving them;[19] 47 percent of children under twelve have never seen a dentist.[20] The burden must not be on the people themselves to reach an often unreachable source of care, but on the human services system to reach the people and provide for their needs.

Families are unable to get care they need for a variety of reasons. Lack of information is one of them. However, American health care is often fragmented, with a variety of overlapping services available at a bewildering number of separate locations. In too many cases, no one is coordinating these services or even coordinating information about them. For example, a study conducted in 1976 revealed that the federal government has 106 programs relating to child and maternal health, with the responsibility for them distributed through five different cabinet-level executive departments. Within these departments the programs are scattered over fifteen agencies and forty-five offices, bureaus, or institutes. The 106 programs were based on fifty-eight pieces of legislation, which had passed through almost thirty congressional committees and subcommittees.[21] This kind of fragmentation virtually guarantees conflicting regulations, gaps in and duplication of services—and bewildered parents and providers. According to the American Nurses' Association, which commemorated the Year of the Child by holding hearings in five cities on the unmet health needs of children, "The overriding concern in each of the hearings, repeated over and over again, is that the delivery of care to children in this country is in wide disarray, is ineffective, fragmented, uneven, and in many instances non-existent."[22]

If families and children are afraid of or intimidated by health providers or medical procedures, their access to health care is impeded. Behavioral science research has confirmed that most American health care settings are not healthy for children's psyches. According to the Association for the Care of Children in Hospitals, studies by psychiatrists and others have shown that a child's emotional health may be threatened by insufficient preparation for treatment or hospitalization, by disruption of their daily routines, and by inadequate opportunities to express their feelings and to participate in normal play. At times these negative effects have led to permanent developmental handicaps.

Some steps are being taken that consider the full range of the child's and the family's needs. During IYC, the American Hospital Association distributed a resource kit on programs for preparing children for hospitalization and other health procedures. Supportive birth environments with opportunities for fathers and other family members to participate in the delivery have become increasingly common. More hospital nurseries recognize parents as a vital resource and encourage them to have physical and emotional contact with even the most desperately ill infants.

Actually, most sick children are cared for by the family at home; relatively few require hospitalization. Even the 4 million children who are hospitalized in the United States each year spend the majority of their convalescence at home. Yet few parents and fewer children are considered legitimate members of the health care team. Most health insurance plans do not cover the expenses of home health care provided by a homemaker, let alone those extra costs a parent incurs in caring for the child. We believe that major health programs for children should involve parents and children in planning services. Specifically, handicapped young people are a great untapped resource who can bring vital new insight on how to organize services to suit their needs and those of their parents.

Still other factors keep children and families from receiving the health care they need. In rural areas, the great distances families have to travel are often a difficulty. In cities, the concentration of health facilities is greater, but racial or ethnic prejudice, overcrowded conditions, language barriers, exclusionary eligibility requirements, or impersonal treatment may add up to as great a barrier as a fifty-mile trip. In any area, rural or urban, the ability of parents to pay for services will certainly affect, if not completely determine, what care a child receives.

Money—or the lack of it—is a major determinant of access to health care in the United States. A dual system of health care exists in the United States, one for the poor and one for those who have more money. These economic considerations translate themselves into pain, suffering, and an often irretrievable loss of health for thousands of children in this country every year. In general, poor children are sick more often, die sooner, use health care less frequently, have the longest distance to travel to receive medical aid, have the least amount of health insurance, and pay more proportionately than children whose families have larger incomes.[23] For many of these children their only source of medical care is either an emergency room, a public clinic that is closed in the evenings and weekends without even telephone access, or an ambulatory clinic in a large hospital where they are often seen by a different doctor in training each time they come for a visit. Thus, children with the greatest risk of illness are often seen by the least qualified practitioner in a setting that does not lend itself to continuity of care. Many health care providers are trying to correct this situation by increasing full-time trained staff in outpatient clinics, which stress the continuity of care through the team approach; children often see the same nurse or nurse practitioner if not the same physician.

The question of money has further implications when working parents, particularly those in the typically more rigid low-paying jobs, do not have enough flexibility in their working hours to take their children in for services. Single parents especially often cannot afford to risk the loss of a job or wages when a trip to the doctor or a clinic may mean an entire day away from work.

Finally, no health care system can be said to be accessible unless the people it serves see it as designed to help them. A system that subjects children and their parents to "cattle-call" situations, cold and impersonal treatment, or humiliating routines cannot be considered accessible. This is especially so in sensitive areas such as mental health, the problems of the handicapped, and venereal disease.

People in the health professions need to learn more about children and families. The health care needs of adolescents, for example are often not adequately recognized or addressed by our current health care systems. In addition, we often heard that families are best served in programs staffed by fully trained and qualified personnel who share the patients' ethnic and cultural heritage. Obviously, when a health worker cannot speak the language of the family, communication and service delivery are jeopardized.

Furthermore, portions of all health professionals' training should be devoted to learning about the contributions of various disciplines to the welfare of children and families. Health personnel other than physicians must be included in the early and continuing stages of setting policy, formulating standards of care and program development in meeting children's health needs. What the future demands is collaborative planning among the many disciplines that provide health care, so that all aspects of care—including prevention, identification, diagnosis, treatment, and rehabilitation—reflect an interdisciplinary and integrated model.

During 1979, several IYC undertakings emphasized the issues of access and quality of care within the child health care system. At the state level, a comprehensive child health care plan was developed in the state of North Carolina. It calls for a "health home" for every child, characterized by professional accountability to ensure:

- access to health care for all needs;
- provision of primary services including health supervision, screening, diagnosis, and treatment;
- twenty-four hour access, seven days a week;
- coordination of all necessary services;
- comprehensive record-keeping;
- competent medical management; and
- cost-effective care.

At the federal level, a select panel on the promotion of child health authorized by Congress has been convened for eighteen months. The panel is examining current causes of childhood illness and mortality, reviewing methods of delivery and financing child health care, identifying research needs, developing innovative ways of promoting child health, and integrating child health concerns in health planning. As a result of deliberations, recommendations will be made to Congress for a comprehensive national child health policy.

We believe no child should be denied any aspect of health care for any reason. It is the job of this society to design and provide a health care system for children that:

- responds to the child and family as unique individuals with their own particular needs;
- promotes the idea of being well as the primary approach to health care; that is, that emphasizes prevention as much as cure;
- addresses health issues comprehensively, including outreach, counseling, nutrition, home care, family planning, prenatal care, screening, diagnosis, treatment and rehabilitation, and all preventive health and dental services;
- continues progress in therapeutic and rehabilitative skills;
- accepts parents—and children as well—as legitimate members of the health care team;

- ensures that handicapped infants, children, and their parents receive all services necessary to achieve the child's maximum potential;
- utilizes the skills of all health disciplines but makes one agency or even individual accountable for assuring comprehensive care to the individual child;
- promotes, rather than impedes, access to health care;
- does not differentiate health care for poor and minority children; and
- promotes and supports research in preventing and combating childhood illness and mortality.

RECOMMENDATIONS

In order to move the system toward these goals, we recommend:

- that federal leadership be taken to ensure a universal, comprehensive maternal and child health insurance plan covering full costs of all aspects of health care;
- that health policy formulations and program development at the federal, state, and local level involve all health-care disciplines (including professional nurses, occupational and physical therapists, psychologists, nutritionists) and informed parents and young people;
- that private and governmental funding for the support of research efforts directed at combating death, disease, and disability in children receive increased emphasis;
- that accountability and adequate funding for the planning and delivery of maternal and child health care be established at all levels of general-purpose government;
- that comprehensive health education, in such topics as nutrition, environment, disease and accident prevention, and the informed use of the health care system, be provided for children in all school grades and for families through a wide range of community programs;
- that the initial and continuing education of all health personnel include adequate training in child development, mental health, rehabilitation, environmental issues, and in the roles of other disciplines;

- that continued emphasis be placed on the recruitment and training of health personnel from all minority groups;
- that exportation policies be sensitive to the health needs of children in other countries, and the exportation of unsafe or untested products or substances be prohibited;
- that the needs of children be considered in the development of regulations, policies, and public information activities of the Environmental Protection Agency and of all other agencies that are concerned with child health.

Education

Learning is a lifelong process. It goes on in schools, in homes, in theaters, in museums, on playgrounds, and on walks in the woods. People learn from reading books and listening to music, from building a workbench, starting a business, or caring for an older person.

PLAY AND THE ARTS

From birth, the work of children is to develop and grow by exploring and mastering skills that will enable them to function in the adult world they will one day enter. Gradually, they learn to imitate the adults around them by "playing" grown-up roles. Through playing, a child learns how things work, how people respond, and how to deal with the responses. The outcome, good or bad, prompts further exploration and new learning.

Adults do not need to organize anything to make play happen. The serious business of playing is, developmentalists tell us, a biological imperative for the young. Through play and recreation children develop physical skills. They learn how to cooperate within a framework of rules that all agree on. They learn how to follow rules and directions; they learn more about their own skills and how to relate to others.

Yet Americans, ironically, do not seem to take play very seriously: play is what people are supposed to be doing when they aren't doing something important. As one writer, Genevieve Millet Landau, stated in a paper for one of the Smithsonian Institution's celebrations to mark the Year of the Child:

> *Work and play have come to be understood as polar or opposite conditions: black-white, thin-fat, day-night, work-play—almost as if they were natural opposites. I would like to suggest that work and play are parts of the*

> *same whole viewed from a different moral perspective and that the detachment of the notion of effort from the idea of play has had confusing and dangerous consequences—dangerous because the opportunities for children to engage in vital, self-selected play have been diminished in our society.*[1]

Early on, in our first listing of issues to circulate around the country, this commission defined play as an important issue for communities, schools, organizations, parents, and others to consider as they gave thought to what children need and how well they were providing for those needs. At first some people were startled to see play included as a concern when the others—such as food, shelter, and schooling—seemed more "basic."

But are they? Play and playfulness are not only a basic mode of learning for children, they are qualities we all value in remarkable adults. Geniuses and artists have often been described as "childlike." Playful and whimsical, they look at the world with a refreshing openness and curiosity, as if unencumbered by the heavy baggage, the systems and flowcharts and four-syllable words that sometimes weigh the rest of us down.

Just as play can help the young to rehearse for the future, the arts can provide young and old alike with ways to discover new metaphors and images. The arts enable children to make sense of the world in their own terms.

The arts employ structures and materials that can be touched, moved, taken apart, and put together in new ways. They provide experiences for learning that are humanizing. They transmit cultural and historical values. The arts provide means of communication between generations and people of differing languages.

For the IYC, thousands of children painted pictures interpreting their feelings about life, the family, and the future. Many experienced their own unique cultures and the cultures of others through song, dance, dramatization, and rituals. Others collected artifacts and created miniature museums. Many more attended cultural events that broadened their understanding and appreciation of others. The language of the arts is universal, spoken by children of all ages and all cultures. We believe that the broader community can provide limitless opportunities for growth and development of children through the arts.

SCHOOLS

The millions of children in American schools are as diverse as the country itself: they come from big cities and isolated farms, from affluent families and those with fewer resources, from every religious, cultural, and ethnic group. They are the gifted, the handicapped, the athletic, the artistically talented. Some walk to school, some ride their bicycles, some take the bus, some drive.

We believe that all these children are entitled to receive an education that:

- recognizes and develops their individual potential and unique abilities;
- provides equal opportunities for and access to high-quality programs and instruction;
- enables them to develop life-enhancing abilities and competencies;
- maintains, develops, and enriches the language and culture of their homes and promotes appreciation of other cultures in the United States and in the world;
- builds their sense of social responsibility by creating mutual bonds among children, their families, their schools, and their communities; and
- affirms moral and ethical values that advance the human condition and the quality of life.

Education is perhaps the most important and most nearly universal public undertaking in the United States. Because democracy depends on an educated citizenry, Americans have always worked hard to build—and constantly improve—the public school system. It is clear from all we heard in the Year of the Child that parents, educators, communities, and students need to rededicate their energies to this task, to reaffirm this country's commitment to public education.

There is at present a crisis of confidence in the public schools. While we heard of promising innovations and achievements in public education throughout the country, much of what we heard indicates that the schools face a time of difficult challenge. We believe that challenge can be met.

The Context Outside of School

Because public education suffers from many ills not of its own making, it is important to examine the context within which education is striving to fulfill its mandate.

First, the American public holds high expectations of public education. While people debate fundamental questions of educational policy, such as what and how schools should teach, they increasingly ask schools to take responsibility for remedying many problems in children's lives. Children's needs are indeed far-reaching, as we discuss throughout this report. Certainly educators must take into consideration the out-of-school realities of children's lives because these factors have an enormous impact on a child's attitudes alertness, performance, and capabilities in school. But schools alone cannot bear the burden of addressing all the problems in children's lives. In short, schools operate with limited resources and with certain areas of expertise. Schools represent only one part of a child's life.

Second, individuals and public and private groups outside the school also have a responsibility. Just as children's needs are interrelated, so too are the systems that improve or inhibit society's ability to meet them.

Finally, financing for public education is inadequate and inequitably distributed. While money does not solve every problem, it surely helps end overcrowding in classrooms, fund alternative programs, purchase necessary materials and supplies, and provide qualified personnel. Not only is money for the whole system short, but costs are unequally distributed and the greatest resources rarely go where the need is greatest.

The World Inside School

Given their context and the size of the job they are expected to do, it is not surprising that the public schools have serious problems. We heard the same concerns repeated around the country:

Too many children are not in school at all. Almost one million school-age children in the U.S. are not enrolled in any kind of schooling whatsoever.[2] These children are out of school for many reasons. Some have been "pushed out" by the school's inattention, suggestion, or deliberate action. Other students have been excluded from school on the basis of school district and state policies regarding eligibility. In Texas, for example, an estimated 50,000 school-age children are not enrolled because their parents are undocumented aliens and do not have legal residences in the U.S.[3]

There are the drop-outs—29 for every 100 high school graduates.[4] Among the black and Hispanic populations, there is one drop-out for every two graduates.[5]

Some children, though technically still enrolled in school, simply do not go. Truancy is some communities can reach epidemic proportions. The New York City public schools estimate that 200,000 of the city's youngsters are truant each day.[6] All too often public schools punish truants by suspending them—a case, it might be said, where the punishment *is* the crime.

Some school systems are doing imaginative things to bring truants and drop-outs back to school, but nationwide the issue remains a problem too large for schools to solve by themselves.

Students are not learning enough. We heard this concern voiced almost everywhere. People fear that American schools are producing a generation that does not have the skills necessary to cope in life. One in five Americans today has such trouble reading and writing that he or she cannot read a want ad, fill out a job application, or understand a driver's license manual or the instructions on a frozen food package.[7] Young people may even lack the ability to count their change in a department store or to calculate the prices in a 20-percent-reduction sale.

A National Assessment of Educational Progress Study (1976) found that 13 percent of seventeen-year-olds in the U.S. are functionally illiterate.[8] A Louis Harris survey (1976) conducted for the National Reading Center concluded that 1.4 million Americans over the age of seventeen are totally illiterate and that 15.5 million show serious difficulty in responding to the printed word in real life situations.[9]

Many children get through school only because of routine social promotions. A high school senior in Detroit told us:

> *They don't care if you really comprehend your work or not. Just as long as they have their grades in their books—and the more grades the better—they are satisfied. I passed my government class, American history and English classes with A's and B's, and I cannot tell you how our city is run and I'm not even sure where to begin my next paragraph.*[10]

In particular, schools are not meeting the needs of children who do not fit into the average middle-class white category. Many schools are indeed doing a very good job with the immense task of responding to the diverse needs of their students. But as the Children's Defense Fund has written, a child who "is not white, or is white but not middle class, does not speak English, is poor, needs special help with seeing, hearing, walking, reading, learning, adjusting, growing up, is pregnant or married at age 15, is not smart or is too smart" is likely to go unserved or poorly served by our education system.[11] There are millions of these children in the United States. Among them are the more than 800,000 handicapped children who are not receiving the services that they require from public schools.[12] A recent Carnegie Council on Children report called *The Unexpected Minority: Handicapped Children in America* by John Gliedman and William Roth documents the need for dramatic changes in the education system if we are going to deal with these needs. There are the children of migrant farmworkers whose special needs for educational continuity and responsive programming often go unmet. Many schools do not have adequate programs for gifted children, with the result that many of the country's most talented children, who come from every kind of background, get discouraged and leave school early.

Minority parents are particularly worried about what happens to their children in school through career counseling and tracking. Many feel that their youngsters are inadequately evaluated and consistently underestimated as counselors discuss their test scores and advise them what courses to choose. Counselors place disproportionate reliance on test scores, which may seriously misrepresent minority children's capabilities. Counselors do not give enough weight to these students' motivation. Too frequently they are guided into course work that does not challenge their potential and that jeopardizes their future, whether they are going to a technical school or college.

Should a child differ from the "average" in several respects, problems are compounded, often with devastating effects. An assistant principal of an elementary school under the Bureau of Indian Affairs describe the human cost:

> *I had another little girl . . . in a special education program. This little girl was physically deformed. The all-Anglo staff of this program informed me that they could do nothing for her. So I decided to spend additional time on this case. We took her down to the park. She kept saying, "Ma ma ma," and kept smiling at me. I asked what was wrong with her and they told me that, aside from being deformed, she also couldn't speak. I said, "Do you have any Indian staff?*

> *How many Navajo kids do you have here?" They told me that they had no Indian staff and about 90 percent of the children were Navajo. Then I turned to her and said, "Shema." That means mother, and that's what she was trying to say. I said, "Don't you have any staff here that are bilingual, that can help her out? You mean she's been sitting here for three years and you people think she's just making sounds?" That's where we need help.*[13]

There is still another group of children for whom adequate educational programs are lacking. Although the importance of early learning has been widely acknowledged, too few opportunities are available for high-quality early education. Head Start, the major federal program supporting early childhood education, reaches less than one-quarter of the eligible population.[14] Countless other children could benefit from Head Start but are denied entry into the program because their families have incomes above the extremely low eligibility levels. Millions of other children live in states that do not mandate or fund pre-kindergarten or kindergarten programs.

Insufficient attention is paid to educating children in their own culture and language. Children whose native language is other than English often have problems in school that stem from the rejection of their language and culture. It is obvious that academic work is difficult or impossible for someone who cannot understand the language in which the material is presented. Trying to learn new concepts and skills while also learning a new language can be traumatic and can cause a child to fall behind in school. Moreover, without education that maintains their own culture and language children are caught in a double bind: they experience rejection in school, but then, insofar as they adapt to the school's norms, they become foreigners in their own families, and are unable to identify with their own roots. For example, American Indian children have to attend boarding schools far away from their homes and culture because the government has not provided adequate educational facilities in their community. What happens to these children? One man in Arizona told us "The child will start to blow like a tumbleweed; wherever the wind blows he'll go. There is no self-concept, no identity, no roots where his culture is, where his home base is, where he's from."[15]

Public schools have been slow to respond. As of the 1976-77 school year, six of every ten American Indian and Asian-American children needing English as a Second Language (ESL) or bilingual instruction were not receiving it; one Hispanic child in every two identified as having limited or no proficiency in English was not receiving ESL or *bilingual instruction.*[16] Furthermore, we believe that meaningful bilingual/multicultural education must go well beyond language itself to honor and nurture the whole range of the child's culture. Involvement of parents in this undertaking is indispensible.

Schools are beyond parental and community access, understanding, and control. Schools have become so big, so far away, so mechanized, and so professionalized that parents feel intimidated and alienated and thus removed from the process of their children's education. Communities are shut out by policies of restricted access to school buildings and activities. School buildings are empty many hours each week, yet community residents often have no place to meet for informal education and enrichment activities. In some ways, our schools have become ghettoes for the young.

We did, however, hear of striking instances where communities pulled together to strengthen public education. One large district on Long Island in New York State went through a year of meetings that involved the school board, teachers, administrators, students, parents, and community groups. Together they defined the responsibilities of each group and each pledged to fulfill its role in making the system work. Teachers, for example, agreed to regular peer evaluations; parents pledged to monitor homework and to provide their children with a quiet place to study. Everyone was involved and committed. Similarly, a group of parents in Atlanta, concerned about the future of the schools in their community, organized themselves to preserve integrated public education. They brought groups of parents into the schools to see the educational process at work and to join in as tutors and teaching aides.

Parents and communities must and can be brought into cooperation with the schools. Indeed, a growing body of research has demonstrated that when parents become involved in the schools, their children's educational attitudes and performance show marked improvement. Professionals, volunteers, artists, religious leaders, all sorts of workers, and all kinds of people can contribute greatly to developing innovative approaches to teaching children. Older people, for example, have personal experiences on which to draw to help children appreciate the past, understand the present, and prepare for the future. One project in Michigan regularly brings older people and school children together, with wonderful results on both sides.[17] Older people, better than anyone else, are able to link children with living history, with diversity in life circumstances, and with the roots of cultural heritage. Similarly, local businesses, labor unions, and industries should participate in developing ties between schools and other aspects of the world outside.

A great many current educational programs and materials fail to reach or engage students. Over and over young people described school as boring. Too much teacher lecturing, too much focus on workbooks and at-desk activities, too much emphasis on repetition and rote memory all stifle students' interest. Further, role models, curriculum assignments, and staffing patterns in schools too often present racial and sexual stereotypes.

Adolescents especially find curriculum offerings irrelevant to their real concerns and see themselves as powerless to affect school policies and programs. They report that too few imaginative courses are taught in areas of critical importance to them: career education, family life, sex and health education, consumer and environmental affairs. School offers them little if any understanding of the reality of the workplace through exploration of career choices, information about the requirements of various jobs, discussion of life-style alternatives, and training opportunities. At the same time, however, we repeatedly heard concern from students and parents alike that schools are failing to present the basics of writing, reading, and computing in both a relevant and challenging manner.

Models do exist. There are programs that acknowledge the resources of young people and offer preparation for taking on responsible roles in society, mostly by involving students directly in improving their schools and communities. Certain programs send students into the community for internships: one teenager in Colorado is training with a veterinarian, for example; another is working with a symphony conductor; still others are in private industry. In San Antonio, Texas, high school students gain practical experience working in day-care centers as part of their parent-training course. In a rural Massachusetts town, students learn about energy conservation by assisting in winterizing homes of elderly low-income community residents. In Denver, high school students responded to a gas shortage by devising a computerized car-pooling scheme. Opportunities for in-school work experiences are similarly being explored. In one district a group of students has substantial responsibility for operating all aspects of an in-school restaurant. Other programs involve students in peer counseling and tutoring and in assisting with the instruction of younger children.

The importance of educating children in the creative and performing arts is not fully appreciated. Too few Americans consider art relevant to the practical concerns of daily life or central to the basics of a child's education. An average school district spends less than 2 percent of its budget on arts programs, and whenever educational budgets are threatened, arts programs are the first to go. We believe this attitude is misguided. As Jean Houston, Director of the Foundation for Mind Research, said during the Year of the Child in an address to the National Education Association:

> *The child without access to a stimulating arts program is being cut off from most of the ways in which he can perceive the world. His brain is being systematically damaged. In many ways he is being de-educated.*[18]

As a culture, this country would do well to give more encouragement to the spontaneous expressions of children. The point is not necessarily to create more artists but to raise whole human beings, young people who will grow up with their sense of wonder intact, people who feel entirely alive because all five senses are alive and working.

A panel report of several years ago said:

> *When we speak of "arts education" do we mean something broader than looking at art or listening to music? Yes. We mean making art, knowing artists, and using art as a general tool of learning. To give an example, theatre education can occur when a person writes a play; performs in one; rehearses for one; studies stage movement and voice production; plans costume, set, or lighting design, takes a social studies course in which historical events are acted out by the students; reads a play; or attends a performance. We call this learning in, through, and about the arts.*[19]

Global awareness and understanding are not adequately promoted in our schools. American public schools fail to educate children in the differing cultures and languages of the United States and of the world, and to instill a keen sense of the physical, economic, and social interdependence of all countries of the globe. (For a further discussion of this, see the section of Chapter 7 on Children and the World.)

Some Principles for the Future

We believe that the wide-ranging aspects of education must be honored and fostered in children's lives. We also believe that the nation must acknowledge the paramount importance of formal education and rededicate itself to providing the best public schooling possible to all children. Only by guaranteeing every child the right to an education that is free and publicly provided can the nation ensure equality and quality in the schools for all children. Only by keeping the educational system a public enterprise can the society enforce full accountability of schools to communities, ensure equal opportunity for all children, and promote education that reflects and fosters community values.

The problems listed above—problems troubling the public school system of nearly every community in the country—*are* susceptible to solution, but people must give this undertaking more than lip service. Students deserve a safe and secure atmosphere in their schools. Teams of educators, parents, students, and community groups must work together to define and establish rights and responsibilities, develop public school policies, and write updated codes of behavior and discipline for governance of the schools. Budgetary allocations must realistically and equitably meet the educational needs of children in schools. Schools must have capable and well-trained personnel in administration, teaching, and planning, and those staffs must receive the basic support they need to do a good job—adequate salaries, needed materials, and suitable working conditions. Adequate funding should be available for innovative programming. Demonstration projects and community-initiated and community-based services that have been successful must be guaranteed continued funding. At the same time, the availability of alternative programming must not be allowed to result in the tracking of children or in segregating educational programs by race, income, sex, handicap, or language, or any other characteristic.

The Department of Education should take a primary role, in partnership with states and localities, in revitalizing American education and in developing long-range planning for the future. Federal initiatives must be designed to reflect a balance between the importance of national direction and the need of local districts to retain the capacity for flexible and creative management and programming.

RECOMMENDATIONS

Play

We recommend:

- that communities of every size, from the federal government to the smallest locality, consider in detail how they can give children space to play. Townships should look at empty lots that could be converted, businesses at sites they might contribute;
- that play areas be made accessible to all children, including the handicapped, and made safe for all; and
- that children be included as planners and designers of play spaces.

Schools

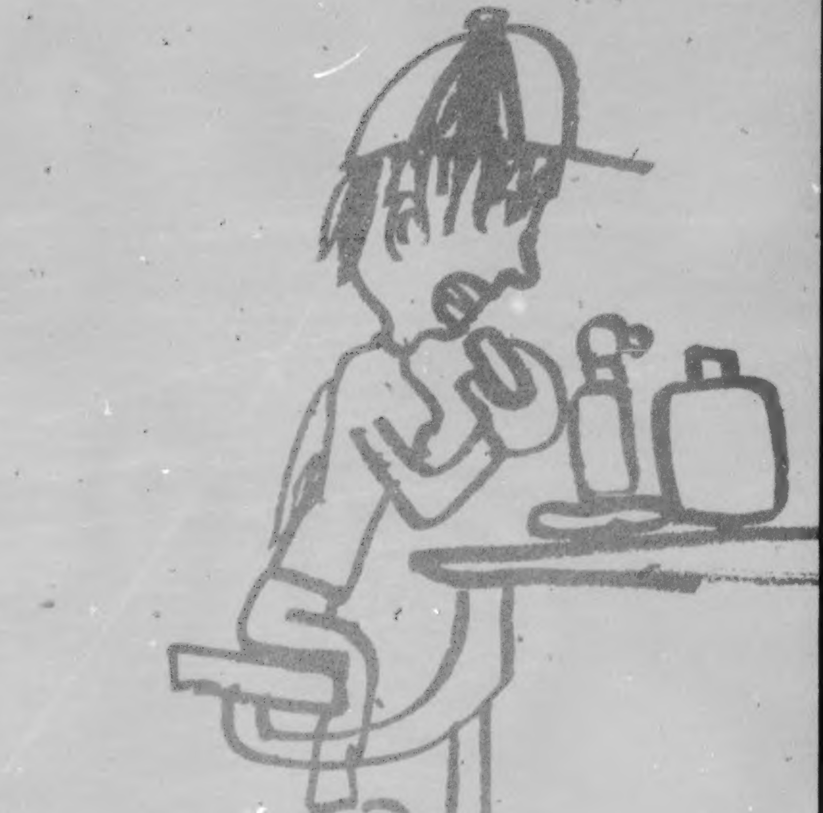
In order to address the problems we found and move forward under the principles we have formulated, we recommend:

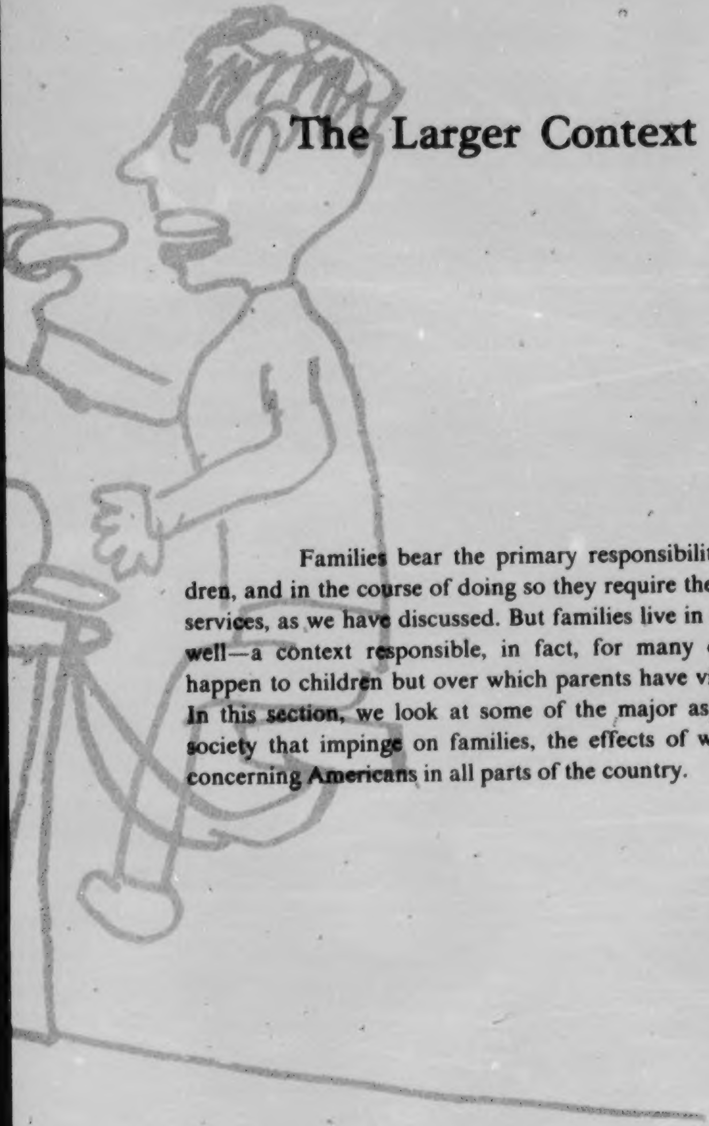
- that federal, state and local governments explore and adopt new financing mechanisms for the public education system that are responsive to pupils' needs, that are adequate to meet them, and that distribute resources equitably.
- that equal educational opportunity for all children be guaranteed.

  Discrimination based on race, culture, language, sex, income, nationality, handicap, or on any other personal or family characteristic must be eliminated from all phases of education. The total desegregation of public schools, accompanied by high-quality education at every level, must become and remain a national priority. It must be recognized that equalizing educational opportunity for children and youth requires more than simply developing and implementing programs that respond to legal directives for desegregation. In many instances, statewide or regional planning and action will be necessary to ensure integration and overcome patterns of housing, income, and geographic segregation. Above all, the needs of the child must be central in the development of a thoughtful, sound desegregation plan.

- that each child be provided a high-quality education suited to his or her individual needs and abilities and directed toward maximizing his or her potential. The developmental needs and strengths of children from early childhood through adolescence must be reflected in educational planning, programming, and policy-making.
- that laws guaranteeing the rights of handicapped children to education appropriate to their needs in the least restrictive alternative be fully implemented and enforced.
- that the diverse backgrounds, histories, languages, and cultural traditions of our children be honored, preserved and promoted in our schools, fostering children's pride in their own roots and backgrounds. It is imperative that initial instruction be provided to children in their native language. At the same time, students whose original language is not English and who lack proficiency in English must be offered structured, sequential instruction in English as a second language. Only when it has been assured that a child has developed proficiency in English should regular classroom instruction be in English. Moreover, continuing multicultural-bilingual education must be provided to students throughout all grade levels and must be available to handicapped children as well.
- that collection of accurate and reliable data on students, and services be undertaken, while protecting individuals' rights to privacy. Monitoring and evaluation must look beyond numbers and consider other measures of quality. When appropriate public scrutiny reveals programs that do not work or children who are not served, corrective actions must be taken. Yet such measures must not serve to penalize students; the response to unsatisfactory performance on competency testing, for example, must be to rethink the educational program, rather than automatically to retain the students for another year in the same setting.
- that communities, parents, students and educators work together to design, implement, and enrich educational policies and programs. Training and support must be

offered and information must be shared so that meaningful participation is possible.





The Larger Context

7

Families bear the primary responsibility for raising children, and in the course of doing so they require the help of numerous services, as we have discussed. But families live in a larger context as well—a context responsible, in fact, for many of the things that happen to children but over which parents have virtually no control. In this section, we look at some of the major aspects of the larger society that impinge on families, the effects of which are currently concerning Americans in all parts of the country.

The Economy

The family is an economic unit as well as a social one, and children, because they depend on their families for nurturing, basic necessities, and general well-being, are influenced profoundly by economic issues and the economic stability of the families in which they live. Even with the best of intentions, parents may still be unable to provide their children with adequate food, clothing, and shelter simply because inflation has overwhelmed an already meager family budget. Unemployment has an even more devastating effect on family incomes and parents' self-esteem.

Other aspects of the economy have a direct bearing on children's lives, particularly features of their parents' jobs such as work hours and benefits; location; wage scales; the amount of authority and flexibility of movement that employees have; training and job opportunities; and occupational stress and physical hazards, which may impair an employee's health, affect his or her ability to provide for a family, or damage the health of children not yet born. Obviously, the housing market, transportation, and the supply and cost of energy or of any other basic commodity can also improve or erode a family's ability to support its children.

In recent years, profound changes have occurred in family structures, employment patterns, and in the economy itself. For example, families, in increasing number, contain two or more wage earners. Yet, despite the country's expressed concern with children, both federal policies and business employers have failed to adapt to new economic realities.

Participants at the Annenberg Conference on Child Abuse, which was convened to mark the Year of the Child, issued a report that said, in part:

> *Although conference participants felt that specific proposals could reduce the incidence of child abuse, only broader social reforms will alleviate the stress that often seems to precipitate it. A national commitment to the well-being of*

children would be reflected in policies designed to guarantee every child decent medical care and nutrition; reduce the unemployment often correlated with violence towards children; and guarantee baseline standards of living, adequate housing, day care, and social services.[1]

FAMILY INCOME AND EMPLOYMENT

Lack of enough money to live on can trigger a host of family problems for which the public pays the bill in millions of dollars, the child often pays in permanent physical and psychological harm, and the parents pay in a loss of self-esteem.

Today, over 17 million American children live in debilitating poverty[2]—and this figure does not include the children of aliens, migrants, and undocumented workers.

- Surveys show that one out of every six children lives in a family whose income is below the poverty line. Younger children are more likely than any others to be poor.[3]
- The incidence of poverty among nonwhites is 29.0 percent compared to 8.9 percent for whites. Blacks, Hispanics, American Indians, and other nonwhites are three times more likely than white families to be poor.[4]
- Nearly 1.6 million children live in families whose income, even with both parents working, remains below the poverty line.[5]

These numbers, over a period of several years, expand into a larger percentage of the population than is immediately obvious. Contrary to popular belief, not all the poor are permanently poor; for many, poverty is a fluctuating rather than a static condition. The number of Americans who will be poor at some point in their lives is far greater than the number who fall into that category at any given time. A six-year study (1968-74) of the economic status of 5,000 families found that only 2.4 percent had incomes below the poverty line in each of the six years. However, 21 percent—one in five families—fell into poverty at least once, for periods of six months or more.[6]

Single-parent households headed by working women are especially pressed. Even in such families where the mother works full time, 2 million children live in poverty. One major reason is that over 80 percent of all women workers are clustered in low-paying clerical and service operations; on the average, women currently earn 60 percent of what men earn.[7]

All these conditions are rooted in a continuing economic instability: costs are rising dangerously for families at all income levels. The consumer price index jumped 13 percent in 1979, and an additional increase of 10 percent is expected through 1980. Food prices climbed 11 percent in 1979 and are expected to rise an additional 5 to 11 percent in 1980, according to the U.S. Department of Agriculture. Utility rates will increase 10 percent or more in 1980, according to energy specialists. In 1979, the minimum wage was raised only 8.6 percent.[8]

A devastating fire or flood, an expensive illness, or the loss of a job can create serious financial problems for almost any family. However, if federal help in the right form is forthcoming, many families vulnerable to poverty and dependence can be stabilized and returned to self-sufficiency. Federal help can take two forms: policies to help provide employment, and policies to supplement low income.

The U.S does, of course, have public assistance programs designed to protect adults and children from destitution, but many flaws exist in the system. Certain populations of poor children in desperate need, such as the children of illegal aliens, are excluded from these programs. Aid to Families with Dependent Children (AFDC), the one program designed specifically to reach children in households below the poverty level, will not pay benefits in one half of all states if a father is present in the house. The result: a program intended to help children in times of crisis is actually working to pull their families apart—surely one of the most painful ironies in American family policy today. From state to state, AFDC benefits are uneven and inequitable. They do not cover the families of millions of children in need.

During the International Year of the Child, families in need of public assistance faced yet another crisis when Congress placed a ceiling on federal expenditures for the Food Stamp Program. Other programs endangered during 1979 were those supplying food subsidies to pregnant women and young children (WIC), school lunches and breakfasts, and summer food.

When in full operation, these federal food programs now provide more than $9 billion worth of nourishment a year, yet they are meeting only the "barest subsistence needs of the poor," according to a recent Field Foundation report. A look at the figures supports this view:

- The Food Stamp Program is used by approximately 19 million people in the U.S., Puerto Rico, and U.S territories, 46 percent of whom are children under the age of fourteen. An additional 10 million people are eligible but not participating. Average benefit: thirty-five cents a meal per person.
- The Special Supplemental Food Program for Women, Infants, and Children (WIC), serves approximately 1.4 million individuals. Another 9.8 million are eligible but not participating. Only ten states operate statewide programs; one-third of all counties have no program.
- The Child Care Food Program benefited 619,000 children in 1974. Yet many child care center directors are unaware that the program exists.
- The National School Lunch Program, with approximately 90,000 schools participating, serves 26 million children. Although this program has reached the vast majority of participants eligible for free or reduced-price meals, controversies exist regarding the nutritional value of the meals and food wastage; little evaluation has been conducted concerning the overall program effectiveness in safeguarding the health of children.
- The Summer Food Service Program for Children—A Children's Foundation estimate holds that over 17 million children are well within this program's eligibility guidelines, but in the entire decade of its existence, it has not yet reached 4 million children.[9]

There are problems inherent in administering programs such as AFDC and the federal food programs, which are sometimes wasteful and frequently demeaning to poor families. These programs are necessary at present and in fact need enlargement, but they should ultimately be absorbed in an overall system of income maintenance designed to lift every family out of poverty.

EMPLOYMENT FOR YOUNG PEOPLE

According to recent labor force surveys, this country has an army of unemployed young people who have neither jobs nor job prospects and who are locked, perhaps permanently, out of the American work force. Approximately one half of the country's 6 million unemployed are job seekers between the ages of sixteen and twenty-four.[10]

It appears that this serious, potentially explosive problem is not going to disappear. Demographers say that expected decreases in the total sixteen- to twenty-four-year-old population will occur only among white youths, thereby leaving the number of non-white teenagers of working age constant; meanwhile, the labor force participation rates of young people are increasing. In the early 1980s, there will be 500,000 more youths seeking work than there were during the International Year of the Child.[11]

Even after twenty years of gains in education and income by blacks, the unemployment rate of black teenagers is two and one-half times that of white teenagers, and triple that of all adults.[12] Nationwide, only one in four black youths is actively employed.

"For minority youth these are the years of a great depression, far worse in impact on them than any depression that the country as a whole has ever encountered," states the Vocational Foundation Report of 1977. In inner city areas, 37 percent of all minority youths are officially unemployed.[13] However, including those who are discouraged from looking by the lack of jobs, some estimates place the jobless rate in inner cities at 75 percent of minority youths.[14] Experts have suggested that the labor-market prospects of many young minority men are so bleak that numbers of them have permanently dropped out of the official labor force. Falling into a category labeled "permanent non-participation," these young people have established patterns that will be difficult or impossible to break; the older they become, the harder it will be to move into a job market that even now offers them little or no opportunity. High unemployment rates, low earning power and lack of skill-building entry-level jobs are even more serious for young minority women than for men.

CHILD LABOR

Whereas many young people who want to work cannot find jobs, others are doing work that may endanger them.

Every year in the U.S., fatal and crippling accidents occur in various work settings, urban and rural, because children are handling heavy and dangerous equipment. In 1979, the Labor Department found minors below the age of eighteen illegally engaged in a wide range of hazardous occupations.[15] Children are taking part in such activities as logging, roofing, wrecking, slaughtering, and meat packing. In work settings, children operate power-driven bakery machines, circular saws, guillotine shears, and sometimes dangerous farm machinery. Child labor in migrant families is especially widespread and destructive.

Another more shocking aspect of child labor, namely the sexual exploitation of children, continues to find a small but fast-growing and lucrative market. In 1977, a U.S. congressional subcommittee was told that activities related to "sex for sale" such as pornography in films and printed matter involved, in that year, more than 300,000 children below the age of sixteen.[16] In New York City alone, there are an estimated 30,000 child prostitutes roaming the streets.[17]

HOUSING

Housing is a basic necessity. All children and families have a right to decent, safe, and sanitary housing that they can afford. Housing is critically important in the care and rearing of children, but families with children have the most trouble finding housing because of high costs, housing shortages, and discrimination. Families have traditionally been cautioned by financial experts to spend no more than 25 percent of their disposable income for shelter, but today many families—middle income as well as poor—are spending one-third or even one-half of their total budgets for a place to live.

As a result, millions of Americans live in substandard housing that is old, often lacks adequate heating and plumbing facilities, is located in unsafe areas, and is expensive to maintain. Those families who live in company housing, particularly migrant workers and miners, often live in particularly bad conditions. Poor living conditions like these contribute to poor health, poor home learning environments, and enormous tensions in a family.

The Rising Cost and Shrinking Supply of Housing. The average cost of acquiring a new home more than doubled in the last years of the 1970s. As 1979 ended, the median price for a new home in the U.S. had risen to over $68,000,[18] making its purchase a tremendous and even dangerous debt-producing financial burden for millions of families with average incomes and a complete impossibility for low-income families.

Because of this rising pressure, the nation has a continuing obligation to provide rental housing for those who do not wish to, and cannot afford to, buy a residence. But rental housing, some say, is virtually disappearing because so little is being built and the nation is converting much of what is now available to condominiums. We believe that families faced with conversion of their apartments must be ensured adequate time to acquire other, equivalent housing. Another protection that families in rental housing need is assurance that race and social class will not be used as barriers to the granting of long-term leases.

Thus we see a bleak picture in housing for families. Costs are rising astronomically. Market conditions and government policy do not encourage new housing construction either of the type families need or in the locations where families need it. Just when they seem least able to afford it, American families are having to pay a higher and higher proportion of their income to keep a roof over their heads. For numerous families, the situation is almost desperate.

Surely this situation calls for the intervention of public policy. Yet this country has made drastic reductions in its efforts to house the poor. Instead of investing in building, the government gives income supplements. This still leaves a family with the problem of *finding* housing.

Then, even when there is housing available, some of the hardest pressed families still find themselves turned away because of discrimination. Whether through banks' red-lining practices or landlords' unstated policies, the housing market discriminates against women who head families, against minorities and—in an alarming new trend—against anyone who has children. These families are in a real bind. Because of mounting costs and the difficulty of getting mortgages, they cannot buy their own homes. High costs and low vacancy rates (i.e., high demand) have reduced the available rental space. Whatever space exists is often inappropriate—too small for a family with even one child or, say, inaccessible to the handicapped. Their options are thus severely narrowed by the time they get to an apartment complex that *does* have space that *is* big enough and that they *can* afford. Then they may very well find a sign—or an unwritten rule—that says, "No Children." These factors combine to make the housing problem sometimes almost nightmarish. In Houston, Texas, as of spring 1979, over 40 percent of the area's apartment complexes would not rent to people with children.[19]

Even when rental housing is being built and is providing units large enough for families with children, allowance is rarely made for children's other needs, such as indoor and outdoor space to play in.

To illustrate, a witness we heard this year saw a group of children playing, who were banished from the front lawn of an apartment house. They went to the back and were banished once again. When they tried to resume their game in a cramped space beside the building, they were once more told to go away. This time they did—and threw a brick through a window as they left.

TRANSPORTATION

Getting there—to services, school, recreation, or friends—is as important to children as to adults. Children are regular users of public transportation wherever it is available. Twenty million children ride a bus to school each day. Countless others use public transportation for doctor visits, shopping for the family, cultural events, recreation, and going to jobs. However, transportation systems are not designed to make it easy for young children to travel.

Parents' ability to get places is also important to children. If health services, social services, and parents' jobs are many miles from where the family lives, they may have trouble getting to appointments on time or at all. When fiscal cutbacks in school budgeting occur, school busing is often the first item eliminated, especially in urban areas. For some parents, this is an inconvenience; for others, it means forfeiting a job in order to see that their children attend school regularly.

With the rising cost of gasoline and owning an automobile, some of the burden of adequate transportation for family needs ought to be shifting to public transportation, but public investment in these systems has not kept up with the need. Most cities' transport systems cannot meet the growing demands on their services; most suburban and rural areas have no real public transport systems at all.

Given these challenges, we welcome the new initiatives that are now being taken by government at all levels to rehabilitate and improve systems of public transportation. We urge all persons with responsibility for planning and implementing transportation services to take account of the special needs of children and their families.

RECOMMENDATIONS

Family Income and Employment

We recommend:

- that no family in the United States should be required to subsist on an income less than the federally defined poverty level;
- that all parents capable of working and willing to do so be enabled to obtain a job. The federal government should guarantee a job, when no other employment is available, to at least one parent of every family with a dependent child, so that the family can maintain its role as provider;
- that the federal government expand and strengthen its policies against job discrimination and expand enforcement of already existing equal opportunity laws to ensure that race and sex discrimination are eliminated so that all families can provide for their children;
- that income supports, in the form of food programs, child care, unemployment benefits, and extended day school activities be secured and enlarged;
- that this support program be flexible enough to move into action quickly to help families facing sudden emergencies that strain their financial and emotional resources beyond the breaking point;
- that the minimum wage rise automatically with inflation just as Social Security payments do, to protect wage earners.

Employment for Young People

We recommend:

- that the federal government continue and expand its programs to combat youth unemployment;
- that private industry make a new commitment to providing jobs and job training for young people;

- that voluntary groups increase their programs to assist young people in future career planning and preparation.

Child Labor

All forms of child labor that endanger or limit a child's right to a healthy and safe development must be eliminated. Children should not be forced to work, especially in situations that clearly involve exploitation and abuse. Specifically, we recommend:

- that federal and state governments recognize the special needs of migrant workers' children, the children of aliens, and the children of undocumented workers, and take appropriate measures to protect them against exploitation and enforced labor;
- that child labor laws be vigorously enforced by the federal government, especially at the state level and that laws banning child pornography and prostitution be enacted nationally;
- that the federal government make a complete review of child labor in this country. Current reports confirm that many areas exist where the employment of young people is illegal, oppressive, and hazardous.

Housing

No family should be denied access to decent, safe, and sanitary housing. We recommend:

- that the federal government continue to accelerate its efforts to provide housing for low- and moderate-income families;
- that local governments examine zoning laws and condemnation policies that may reduce the stock of available housing for low- and moderate-income families;
- that the private building industry provide leadership in building housing that will meet the needs of families and the federal government fully support and assist these efforts;
- that lending institutions assist in the development and preservation of housing in poor neighborhoods by liberalizing their lending policies.

Transportation

We recommend:

- that federal, state, and local agencies involved in planning transportation systems continue to give high priority to mass transit programs;
- that federal, state, and local agencies consider children's needs in designing and staffing their systems;
- that transit systems find ways to minimize fares for both children and low-income families;
- that handicapped citizens, children and adults, be guaranteed easy access to safe transportation.

Media

In its Declaration of the Rights of the Child twenty years ago, the United Nations made no mention of the mass media. The omission is a reminder of how different things were in the United States when television was in its infancy and the word "media" had scarcely come into general use. Now this society relies on media to such a degree that, as one critic wryly commented, "Television has become our campfire." Americans gather around it to learn what's happening, to hear what people think of what's happening, and, in a way, to take part in a national ritual.

Probably the most impressionable of all people gathered around the campfire are children. Through the media, children form impressions of how people act and how society works. Through media children are instructed, they are entertained, and they are exposed to the delights and seductions of the marketplace. Whatever else may be said about the mass media, they are important factors in our children's lives. In a public TV documentary aired during IYC on the effect of television on the family, children were interviewed regarding the relative importance in their lives of their toys, their fathers, and their television. Most children said they would choose to give up both playing with their toys and talking with their fathers rather than give up watching television.[1]

Around the country this year, parents, educators, consumer advocates, and even children themselves expressed concern about what some have called the media blitz. They are worried about the influence of movies, records, magazines, books, and radio on children, but their major concern is television.

TELEVISION'S IMPACT ON CHILDREN

Do children watch too much television? The statistics make a clear case:

- On the average, children from two to five years of age watch TV more than thirty-two hours per week, including five hours of advertising.[2]

- At any given time of the day, at least one-third of the television audience is made up of children. Even at midnight, 1 million children are watching.[3]
- On high school graduation day, the new graduate has spent 11,000 hours in school compared with 15,000 hours in front of the television set.[4]

That much time spent passively is detrimental to physical, emotional, and intellectual development.

Why do they watch so much? For entertainment and information, of course. For many children, however, television has also become a friend and companion, an antidote to loneliness. Parents worry that the child's sleep, friendships, family relationships, school work, sports, and play are all suffering; yet parents are partly to blame, for some have simply allowed television to become a surrogate parent.

The Quality of Programs

People no longer debate whether or not children learn from television, but many, including some young people, question the value of what they learn there. Television portrays many life situations unrealistically. Problems are inevitably solved in one hour or less; violence and unlawful behavior are frequent; and women, minorities, the aged, children, and the handicapped appear as stereotypes if at all. Furthermore, television constantly emphasizes the negative aspects of the lives of other people around the world. These problems mar television made especially for children as much as they do adult programming.

Television has shown how much better it can do in family programs such as *Roots* and *Holocaust* (which drew unprecedented audiences) and in children's programs like *Sesame Street, Zoom, Electric Company,* and *Misterogers' Neighborhood.* People want to see more broadcast material of this quality for both adults and children. Network specials for children are praised, but the scheduling of these and other high quality programs is questioned. Both parents and children have called for a regular daily children's hour placed between 5:00 and 8:00 P.M. Those we talked with this year frequently suggested that networks and public broadcasting rerun appropriate documentaries and specials. In particular, there is great interest around the country in new programming for teenagers, such as Warner Cable's *Nickelodeon.*

All these suggestions are occasioned because the U.S. does not have regularly scheduled, high-quality daily programming for children—the only highly developed nation in the world that does not. Many people are talking about the idea of a full-service television schedule for children, which would mean that children could watch programs designed for them exclusively at whatever hour of the day they were watching television.

Advertising

The typical American child sees 20,000 television commercials a year, many of them designed specifically to persuade children.[5] It is widely agreed that young children have trouble differentiating between program content and advertising copy. Dr. Robert Liebert of the State University of New York testified at a Federal Trade Commission hearing:

> *On the basis of a very, very large and substantial body of scientific research, we know that children and adults differ in their ability to think, in their cognitive development. It is in the nature of this difference that children and adults differ not only in what they think but also how they think. Research has shown us that children up to approximately the age of 7 years are unable to understand complex purposes and intentions, such as the intention to sell that necessarily underlies all TV advertising directed at children and adults.*[6]

Recognizing this, at least two other nations have taken dramatic steps to protect children against advertisers whose purposes they cannot really understand. Sweden has banned all advertising on children's programs. Great Britain's commercial station has agreed not to advertise to children under eight and to cluster advertising directed to older children at the end of programs so that they can more readily distinguish between commercial messages and program content. In the U.S., however, advertising directed at children goes on, sometimes promoting products that could be harmful to them. Some restraints have long been imposed (at one time for instance, it was legal to advertise fireworks to children), but many argue that these restraints are not adequate.

Who Will Be Responsible for Change?

Concerns about the impact of television programming and advertising on children have given rise to numerous proposals for restraining abuses and inspiring change. During the International Year of the Child, members of this commission have met informally with and heard testimony from representatives of many interested groups with widely differing opinions as to who should be held responsible for making improvements.

We heard consumer advocates and regulatory agencies cite the Federal Communication Commission's 1974 Policy Statement on Children's Television, which specified that TV broadcasters have a responsibility to provide more "diversified programming" for children, including programs to "further the education and cultural development of children"; that they have a responsibility to present more programs specifically designed for pre-school and school-age children; and that they also have a responsibility to remedy the overall imbalance of a schedule that relegates most existing children's programs to the so-called Saturday-morning ghetto. The FCC Children's Television Task Force report issued during IYC concluded that since this statement, television broadcasters have not substantially improved programming for children as they were called upon to do.[7]

The broadcast industry insists, however, that there are now more and better programs for children, less violence, and fewer commercials. Network executives assert that if real change in these areas is to come about, the advertisers must initiate it.

The advertisers say they are willing to consider new modes of advertising and programming if the networks and advertising agencies would initiate such changes.

The creators of children's programming we talked to, both independent producers and those who work for the networks, have no shortage of wonderful new ideas; what they need is the chance to turn them into reality.

Public broadcasting managers told us that they cannot reinaugurate experimental and imaginative children's programming without additional funding. Although the Corporation for Public Broadcasting has now established children's television programming as a major priority in long-range plans for public telecommunication, far more public and private support will be needed if programs developed under CPB encouragement (such as the new *3-2-1 Contact)* are to continue on the air. However, broadcasters currently report that big contributors are now more interested in cultural programs for adults.

Foundations and university researchers assured us that the best hope for the future lies in new technologies such as cable, satellite, disc, and cassette capability. Development in these directions could essentially lead the way to great diversity of programs for children and young people. Nevertheless, parents worry that the new technologies will also bring inappropriate programming such as adult movies into their homes, and they are calling for the industry to continue development of accompanying technology that will enable them to "lock out" some channels.

Consumer groups such as Action for Children's Television (ACT) believe that a promising solution to problems that TV presents to parents and children lies in teaching them to develop critical viewing skills. Community organizations, the National Congress of Parents and Teachers, and ACT have developed information campaigns aimed at teaching parents and children to watch TV selectively. The Media Action Research Center runs television awareness training workshops nationwide. The U.S. Office of Education has given grants to develop critical viewing skills curricula; these curricula should become available in 1980.[8] Yet consumer groups agree that in the end, TV itself will have to be the medium through which viewers learn to be selective. Several TV stations have voluntarily begun to make regular public service announcements to encourage the development of selective viewing. Also, the broadcast industry has made some efforts in this direction. NBC sponsors parent participation workshops across the country. CBS provides scripts to schools and school libraries so children can learn about the content of a program before it is aired. However, it may be necessary for the government to mandate regular air time for viewer education.

Increased access to the tools of broadcasting is the change most desired by young Americans. They are asking to use these instruments to become involved in producing TV and radio as a means of self-expression and inquiry. Just as children want to work with clay and paints, now they want to work with radio and video equipment. Educators are also asking to use the "hands-on" approach to teaching academic subjects in video-equipped classrooms. Project Blueberry in Wilbraham, Massachusetts, for example, has been using video production to teach English to high school students. Although such small-scale experiments in public schools have demonstrated the effectiveness of video classrooms and projects in developing new strategies of teaching, many of these have unfortunately been abandoned as "frills" in the wave of school budget cutbacks.

In addition, children and educators are requesting that government mandate increased access to airwaves for their use. In some locales such as Aspen, Colorado, and San Francisco, public TV regularly opens its studios to local children to discuss issues important to them. Radio call-in shows and Warner Cable's Qube are demonstrating every day how eager Americans are to express their opinions, exchange ideas, and respond to public issues on the air.

Since networks, sponsors, consumers, and the regulatory agencies all point to each other or to "market forces" when the subject of change arises, we believe that the U.S. needs a national policy for children's television. The point has been strongly stated in a study commissioned by the Markle Foundation this year at our request:

> *Children in American society, as in every other society in the world, are accorded a special status. . . . In the 200 years of U.S. history, national policy has been expressed toward children in areas ranging from nutrition and health to education. . . . There is no dispute whatsoever that society has responsibility toward its children. The only issue is whether or not television has become an area that requires a national policy, as do health and education. We believe that it has.*

The study goes on to say:

> *The formation of [a national policy on children's television] depends upon the interest and cooperation of many groups. The Federal Communications Commission, the Federal Trade Commission, the Department of Health, Education and Welfare, the Department of Education, the National Endowment for the Arts, the National Endowment for the Humanities, the National Telecommunications and Information Administration, the Treasury Department, the Department of Justice and various committees of the Congress are all concerned with part of the problem. Only if the actions of all of these agencies and committees are in some measure coordinated is there any possibility of bringing into being an effective national policy on children and television. Since national policy is the prerogative of the federal government, and since the federal organizations are spread across both the executive*

> *and legislative branches, we believe that the organization, given the responsibility to develop and pursue an effective national policy, would need to be sanctioned by both Congress and President.*[9]

MEDIA COVERAGE OF CHILDREN'S ISSUES

The media have another aspect important to children, namely their ability to inform the American public about issues affecting children.

During the Year of the Child, media in the U.S. gave outstanding coverage to children's issues. Newspapers, magazines, radio, and television covered the year's many ceremonial events and celebrations of the IYC; in addition, often in response to the request of this commission, many media organizations did serious in-depth stories on the major issues affecting children. They reported the many success stories involving solutions to local problems. They reported activities of youngsters as they participated in IYC activities and ongoing projects such as peer tutoring and volunteer community services.

All three commercial networks and the Public Broadcasting Service had IYC specials and documentaries dealing with such questions as foster care, child abuse, and refugee children. Group W Broadcasting produced a series of minidocumentaries on children's issues that they used as the core for extended local programming in five major cities: Boston, Philadelphia, Baltimore, Pittsburgh, and San Francisco. That series was made available to public TV stations for airing in their cities.

Local network affiliates and independent radio and TV stations aired programs examining crucial local issues; many also made time available to young performers in the arts. Others sponsored panels where individuals discussed the concerns of local young people and ran special events such as poetry and essay contests.

We can only guess at the extent of the total coverage from the volume of clippings received at the IYC office. Judging from those, newspapers and magazines were printing stories at the rate of almost seventy a day, for we received a total of at least 25,000 clippings during the year. Several major newspapers ran series of stories about children. Children's advocacy groups and youth organizations reported a new acceptance by the news organizations of their stories as "news."

The state and local IYC committees did a fine job of providing continuous contact with their regional media. They developed reputations as good news sources that can be a model for child advocacy groups.

The public was exposed to extraordinary linage, space, and time given to such issues as juvenile justice, children's services, teenage pregnancy, educational opportunities, and youth employment. Real children's issues became real news. Because of all this, Americans have become better informed than before about the real status of children in this country and abroad.

We urge the media industry to continue this dramatically improved coverage of the debates, the legislation, and the real community conditions affecting children. News organizations should regularly assign a reporter to cover children's issues.

Parents and child advocates can help immeasurably if they continue to show interest in these issues by communicating individually and collectively with newspapers and broadcasters.

The media have played a great part in making this symbolic year a time of postive change. The public's awareness of the issues and its access to solid information are crucial to making things happen in the future for children.

RECOMMENDATIONS

We recommend:

- that the President initiate development of a national policy on broadcasting for children that focuses on quality and scheduling of programming and on advertising practices;
- that the National Endowment for the Humanities and the National Endowment on the Arts create national awards to recognize and promote excellence and innovation in broadcasting for children;
- that the federal Department of Education continue the development of a regular curriculum designed to encourage critical viewing skills in teachers and children, and that the private sector take a role in developing projects for parental education in media consumerism;

- that the federal government increase funding to public radio and TV earmarked for children's programs and develop tax incentives to encourage matching corporate funds for public broadcasting for children.

Children and the World

The United States has innumerable interests in common with other countries. We live with a global economy; domestic markets, supplies, prices, even wages are often dictated or influenced by world events. Much of the world's business is carried on by multinational corporations. Above all, we are people living on the earth together. No difference in our circumstances can change that deep common bond. We owe a great responsibility to one another as human beings.

In trade, culture, technology, finance, justice, defense, and many other realms, American decisions affect other countries, and their decisions affect us. Technology with all its attendant problems and possibilities touches everyone. Multinational corporations penetrate markets everywhere. Concerns about world health link us with people the world over, as we join in global efforts to eliminate childhood diseases and world hunger. We depend on the water, the earth, the air and a delicate world ecology—any of which can be damaged by any one of the world's nations. Above all, a whole generation has now come of age under the shadow of nuclear holocaust. Keeping the peace among nations and people concerns every human being alive.

Stated so simply, these connections seem obvious. Yet we found it startling during the Year of the Child to discover how little Americans seem to know about the rest of the world or their ties to it. To measure by one small index, for example, in 1979 only 15 percent of American high school students were studying any foreign language at all—down from 24 percent in 1965.[1] A UNESCO study conducted in nine countries ranks American students close to the bottom in their understanding of foreign cultures.[2] Other studies substantiated this disturbing charge. One recent survey of American school children revealed that over 40 percent of high school seniors cannot locate Egypt correctly on a map; more than 20 percent cannot place France or China.[3] Yet if we look to schools to correct this ignorance, we find that scarcely 5 percent of public school teachers—one in twenty—has taken even a single course relating to international affairs or foreign people and cultures as part of their preparation for teaching.[4]

EDUCATION FOR GLOBAL LIVING

Awareness that might prepare Americans to come to grips with global issues is not come by quickly. We believe that a tremendous, broad-based educational effort will be needed.

The drive should concentrate on giving American children some understanding that global issues exist; an awareness that their survival may depend on our actions concerning these issues; and some experience in how to think about these issues. Global issues certainly include war and peace, the maintenance of a livable physical environment, justice and human rights, and a minimum level of economic well-being for people everywhere.

As an instrument in expanding Americans' awareness, the new drive should encourage teaching about other nations and cultures, especially by people with various cultural heritages. Finally, it should promote the study of political history of nations and foreign languages.

Excellent specific recommendations in the latter two categories were formulated in 1979 by the President's Commission on Foreign Language and Study.

School Curricula. Global issues, geography, history, other languages, and cultures need to be stressed in the development of program materials, and in the training of teachers for all levels from kindergarten upward. Because 95 percent of the primary and secondary school teachers in the U.S. currently have no exposure to these subjects, strong federal and state inducements will be needed to influence what prospective teachers choose to study.

Of course, many teachers do develop and teach good courses or "units" in global issues and intercultural awareness. Some use a few good materials that are available from sources such as Global Perspectives in Education, Inc. (New York) and Center for Teaching International Relations, at the University of Denver. We heard about numerous inspired examples of teaching around the country this year. One elementary school teacher, for example, taught a unit on water resources, beginning with the town where her school was located. Using materials from UNICEF, she developed a worldwide viewpoint on the importance of water, dealing with health, transportation, agriculture and recreation. However, individual initiatives like this are not likely to proliferate without strong encouragement from many sources in the form of funds: funds for training, funds for development of materials, and funds for exchange programs (see below). Teachers and educational organizations, local and state boards of education, and federal government efforts are key to the development of programs and funding.

Furthermore, all initiatives in this area should emphasize what teachers can do with the greatest learning resource we possess—real people. Ethnic neighborhoods exist in abundance in the communities of the United States. When learning begins with involvement in these communities, children see all the vital connections that mean something to them in their own lives. They see families, neighborhoods, a community, churches, a set of traditions. These are real and alive.

Media. Books, films, pamphlets, television programs, and newspaper and magazine coverage all can have an enormous impact on children's awareness. Although we have seen some excellent materials, it is clear that many more are needed.

For instance, television programs for children that depict the true lives and concerns of children around the world are scarce. *Big Blue Marble,* a television program geared for children ages eight to twelve, is one exception. Its objective is to encourage a sense of understanding, appreciation, and tolerance for people, countries, and cultures around the world.

Printed material is an equally useful source of information. During the Year of the Child, for example, newspapers and magazines focused a great deal of attention on the thousands of children who were left homeless by wars and revolutions, political purges, and natural disasters around the world. Also, governments at various levels and many volunteer groups produced some useful materials specifically about children abroad to assist in public education. The U.N. High Commissioner for Refugees produced a fund-raising booklet, "The Refugee Child," cataloging specific projects and general emergency assistance planned for refugee children in twelve areas of the world.

UNICEF produced a booklet called "Year of the Child" describing projects to assist children in many parts of the world, along with information on how to contribute. In observance of IYC, the

Population Reference Bureau of Washington, D.C. published "Children in the World," a booklet with an accompanying wall chart. Both were designed clearly and concisely to help the reader quickly see the needs of children throughout the world. In addition, with a grant from the U.S. Agency for International Development, the Population Reference Bureau published a bulletin, "World of Children," for the IYC. These publications were useful contributions to the sparse factual information available to teachers and interested citizens in the U.S. about the conditions and needs of children around the world. They merit funding for wider distribution.

Strong federal support administered through the new Department of Education will be needed to encourage the development of further materials and films by states, local communities, corporations, and voluntary organizations. These things do not spring to life spontaneously.

The American media, particularly television and films, are an important source of information about our culture for other countries. Americans working with "Books and Broadcasting for Children," an international symposium sponsored by the International Communication Agency and held in the United States during the Year of the Child, were startled to hear from the Rumanian representative to the group that a number of babies in his country currently are being baptized with the name Kojak, from the currently popular U.S. TV program. Information exchanged at the symposium underscored the urgent need for more high-quality American television and motion picture offerings to be marketed abroad, with emphasis on contributing to the educational, social, and cultural needs of children. American audio-visual exports have a strong impact on audiences in other countries and hold untapped potential to convey the American way of life much more realistically. We recommend that our federal government and private organizations give greater support to the production and distribution of high-quality materials to meet this objective.

Exchange programs are an incomparable way to expose children to cultures, languages, nations, and values other than their own. Yet, most U.S. exchange programs are for college students. We recommend a great increase in exchange programs for people in high school and junior high school, when their minds are fresh and open to new languages and new viewpoints. Furthermore, not all these exchanges need be restricted to gifted students.

Teacher exchange programs are equally important. As in student exchanges, the value lies in bringing people from other places to the United States as well as sending teachers abroad—especially elementary and secondary school teachers. The greater use of foreign teachers in American schools could do much to enhance children's learning of other cultural heritages. More of the Fulbright scholarship money should be expended for exchange of teachers working with young children.

Both teacher and student exchanges can be sponsored by churches, private organizations, industry, or the school district itself—and will be more likely to capture the interest of such sponsors if the federal government demonstrates a strong interest in the subject of global understanding and international programs for American children. A few youth organizations such as Girl Scouts, Boy Scouts, YWCA and YMCA, 4-H, American Field Service, the Experiment in International Living, and others already have such exchanges. We believe it is important that the number of these programs be increased substantially.

Celebrations. Every child loves a parade or a festival. Numerous celebrations devised to mark the International Year of the Child focused on other cultures and involved young people as active participants. Sponsored by state and local IYC commissions, religious organizations, schools, clubs, the U.S. Park Service, youth-serving organizations, and many other groups, these activities helped children identify with other cultures and transmitted important traditions and values from other times and places. Celebrations draw on the joyfulness that is so vital to learning, and at present celebrations are one of the few ways many children in the U.S. are learning about people elsewhere.

Exhibits—particularly the imaginative ones devised by children's museums such as those in Chicago, Boston, and Washington—can do wonders to increase a child's awareness of faraway places and people. One example was "Pictures from a Small Planet," a collection of paintings and drawings from children all over the world, assembled by UNICEF and shown in many communities across the U.S. during 1979. Children's toys, musical instruments, and clothing were displayed with the exhibition in many areas.

Some corporations and many voluntary groups and schools sponsored special international exhibits during the International Year of the Child. We encourage the continuation of such exhibits as important to increasing the awareness of the people in the U.S. of the children of the world.

Contributions to international programs. When children become involved in contributing to international programs, such as tree-planting or raising money for relief, they also are learning something about the rest of the world. Numbers of children in the U.S. were doing this in 1979. For example, a program called "For Every Child a Tree," conducted in the semi-arid Sahel zone just below the Sahara desert, offered children in the U.S. a link with West Africa. American children learned about what trees and community development could do to arrest the spread of the desert. The money they or their schools spent on lesson plans went, through the auspices of the Child Welfare League of America, to purchase trees that children in the Sahel zone planted and cared for.

None of the six means we have mentioned, from school systems to media to museums, can be marshalled without strong inspiration and support. Major federal, state, local and voluntary initiatives will be needed to focus the awareness and understanding of our children about global interdependence.

Furthermore, children should participate in the designing of the plans and curriculum at every stage. The best way to give children the experience they will need in making responsible decisions is to have them doing it now.

Numerous surveys of different kinds in recent years have shown how much American children worry about the threat of war. In a letter-writing campaign of IYC sponsored by Save the Children Federation, American children were invited to address any world leader on any question they wanted. Most wrote to President Carter or Soviet leader Brezhnev. The greatest number said their biggest worry was war. Fear of war was also cited as a major concern by this commission's Children's Advisory Panel.

IMMIGRANT CHILDREN, CHILDREN WHOSE NATIONALITY OR CITIZENS' RIGHTS ARE IN DOUBT, AND REFUGEES

Citizenship. We believe that every child with at least one parent who is a U.S. citizen at the time of the child's birth (whether in the U.S. or abroad) is entitled to U.S. citizenship. Furthermore, this principle should apply whether or not the child's parents are married, as long as parentage can be clearly established. At present, some children born of naturalized American parents abroad are stateless. This violates a basic human right. We recommend that the Select Commission on Immigration and Refugee Policy study the U.S. regulations carefully with a view to allowing minor children better opportunities to gain American citizenship.

Services denied because of citizenship status. A substantial group of children whose parents are illegal aliens in the United States are not entitled to receive social welfare benefits; in many cases, this jeopardizes their health and well-being. These children deserve care and attention as much as any others; all children who reside in the United States, regardless of citizenship or immigration status, should be entitled to health, education, and social services to meet their basic human needs.

Refugees. Approximately 10.5 million refugees and displaced people exist in the world today. Of that number, 50 percent are children.[5] Assimilating these children and their families into the mainstream of their adopted countries may be complicated by language barriers, severe stress, economic deprivation, and emotional confusion.

Before they resettle, refugees are frequently confined to refugee camps for long periods. Children account for 90 percent of the population in some of these temporary shelters. As victims of war or natural disasters, they come to these camps from a shattered world often marked by violence; they have been uprooted from their homes and deprived of their familiar surroundings. In addition to life's basic necessities—food, water, clothing, and shelter—all their needs are urgent.

Virtually every problem that can afflict children, whether in health care, education, legal protection, equal opportunity, citizenship rights, or, and most important, simply the security of a peaceful childhood—is worse for refugees. Effective ways must be found to keep refugee families intact so they can draw support from each other and cope with the trauma of being strangers in a strange land. If refugee children come to the U.S. without families, it is important that they be provided with good temporary homes while efforts continue to reunite them with their own families.

THE WORLD'S CHILDREN

Although this report is testimony to the long agenda we believe the U.S. needs to address on behalf of its own children, we also recognize that some problems are far more critical for children in other countries than they are for most children in the United States. Some are the desperate problems associated with disasters that leave destruction, drought, and famine in their wake, or with man-made disaster in the form of war. War kills children, orphans them, destroys their homes. Under the pressures of war, children are sometimes conscripted and others are taken as political prisoners. Amnesty International, a nonprofit organization that won the Nobel Prize in 1977 for its work in helping political prisoners around the world, has reported on thousands of children, ranging from infants to teenagers, who have been imprisoned in solitary confinement, kidnapped, exiled, tortured, persecuted, and massacred for their own or their parents' political beliefs.[6]

Around the world millions of children are homeless, destitute, alone; without food, clothing, shelter, or protection of any kind. These children enjoy almost none of the rights declared by the U.N. twenty years ago.

Far more numerous than the problems that follow in the wake of disaster are the problems associated with poverty. Desperate poverty on a tremendous scale exists in developing countries. In 1976, over 52 percent of the world's population lived in countries with a per-capita income of under $550.[7] (American per-capita income that year was $7,900.[8]) Almost 80 percent of the world's children live in developing countries, where the penalties of poverty take a tremendous toll on their lives.

During this year we heard about and saw some of the worst problems of children in such situations:

- *Child labor.* The International Labor Organization reports that around the world over 55 million children under fifteen—and perhaps many more than this—are working full time, many of them in jobs that are not only gruelling but hazardous.[9] (These issues are dealt with in detail in the report of the International Labor Office report "Children at Work," published in 1979.)
- *Starvation, poor nutrition.* Of all children under age five, 10 million suffer extreme malnutrition and 90 million suffer "moderate" malnutrition.[10] These diets frequently

cause mental retardation or other handicaps that can cripple adults of the future, often making them lifetime dependents rather than contributors to the common good. Children succumb to illness and die faster than adults when food supply is short. (These issues are dealt with in more detail in the 1979-80 staff reports of the President's Commission on World Hunger.)

- *Inadequate water supplies.* The World Health Organization estimates that contaminated water may cause up to 80 percent of the world's diseases.[11] Poor water supplies also mean that families must haul water long distances—a heavy job that is frequently assigned to children.
- *No education.* Fewer than one-half of the school-age children in developing nations attend school. In some less developed countries, nine out of every ten children in the rural areas grow up illiterate. Girls are less likely to receive an education than boys. (It is estimated that two-thirds of the world's 800 million illiterate adults in 1975 were women.) The number of children per teacher is high in developing countries. For example, in 1975 in Afghanistan there were 258 school-age children (ages five to nineteen) per teacher as compared to New Zealand where there were 25 children per teacher.[12]
- *Little or no health care.* Primary health care and prevention are crucial the world over, but most children receive no health care whatsoever.[13]

These problems that are so closely associated with low income add up to appalling differences in children's futures as well as their present experiences. Born in a more developed country today, a child can expect to live to the age of seventy-one. If born in Africa today, a child's life expectancy is forty-six.[14] That is a difference of twenty-five years in an individual's life, a difference almost too great to comprehend.

Short of massive international redistribution of resources, which is virtually impossible to prescribe or even predict, we have asked what role Americans can appropriately, even possibly, play in helping to relieve some of the burdensome problems that afflict children in other parts of the world. The answer is not easy. On one hand, Americans cannot define the rest of the world's problems, much less try to prescribe their solutions. We believe that policy makers in the United

States should become at least as sensitive to meeting the basic human needs of children as they are to the economic growth and development of emerging nations. This sensitivity must take into consideration that these needs are best defined by the people themselves.

The United States has technical knowledge that, if it is intelligently organized and deployed, can make a tremendous difference to children in some situations abroad. This country possesses well-developed institutional resources, such as our universities and technical schools, and has money, goods, and well-trained personnel. In short, the U.S. needs to offer its capability in science and research, its resources for training, and its capacity to provide substantial money.

In 1977, the United States provided $4.2 billion in official development assistance to the developing countries. In the same year individual Americans spent nearly that amount on flowers and plants, more than three times as much on tobacco and cigarettes, and nearly seven times as much on alcoholic beverages.[15]

Support for American efforts abroad can come from numerous sources—universities, industry, youth-serving groups, churches, and labor unions are just a few examples—but primarily, of course, it must come from the federal government.

Whatever assistance that is offered should be planned, designed, and delivered in close cooperation with the recipients, respecting their priorities. Working together in this way may help educate Americans in the kind of global awareness that we so badly need to develop. And for our own domestic programs, we have much to learn from other countries that are doing beautiful things for children.

During IYC we heard of many developing countries that have designed and initiated programs benefiting children. In order to grow, these programs will need support from the developed countries. The U.S. can play a vital role in helping to continue these initiatives for children through AID, the Peace Corps, International Communication Agency, UNICEF, World Health Organization, and many national non-governmental organizations.

We have been pleased to see the increasing number of materials, programs and activities produced by many groups and individuals during 1979 concerning the lives and needs of all the world's children. We hope that many of these and the cooperative networks that have been established will continue in the years ahead so that our citizens, young and old, will be better able to participate in an increasingly interdependent world community.

RECOMMENDATIONS

We recommend:

- that federal, state, and local governments and voluntary groups undertake major initiatives to focus the awareness and understanding of children in the U.S on global interdependence;
- that these initiatives draw upon the extraordinary human resources in the U.S.;
- that foreign assistance programs give increased emphasis to meeting the needs of children, in the context of their families and communities;
- that the Immigration and Naturalization Act be amended to allow U.S. citizenship to children born abroad to at least one parent who is a U.S. citizen at the time of the child's birth, regardless of when the U.S. citizen parent last resided in the U.S.;
- that all children who reside in the United States, regardless of citizenship or immigration status, be entitled to health, education and social services to meet their basic human needs.

Epilogue

What did the Year of the Child accomplish?

People learned a lot more about children's situations than they had known before. Gaining a new awareness, they also gained a new sensitivity to children's needs.

People talked to each other about children. The subject of children arose in all kinds of new contexts.

New coalitions formed to provide more effective planning and services for children and their families.

New projects were begun to benefit children.

New sources of funding opened up to support children's programs. People developed new plans of action.

Some legislation was passed and more will come from the broader base of support that the IYC generated.

The year attracted new friends for children—people from the business world, professional organizations, and other groups and individuals who before this did not consider children's issues as their concern.

The challenge now is to continue this momentum and continue to involve all people—every level of the society—in the care and nurture of children. For everyone is responsible for children. Corporations are responsible. Townships are responsible. Parents are responsible. Individuals are responsible, whether or not they have children themselves. States, counties, cities, and the federal government are responsible. Labor unions, service organizations, professional organizations, politicians, and the religious community are responsible. Children themselves are responsible. Schools, teachers, and service providers are responsible. Children need the protection and concern of all of us.

Over sixty million strong—one-third of America's population—children are the adults, the citizens, the parents of tomorrow. Five years from now, ten years from now, these children will vote or not vote, they will be productive working members of society or they will lack the necessary skills, opportunities and supports to make a decent life for themselves. They will be equipped to cope with an increasingly complex, technological society or they will not. They will be well educated, independent, informed citizens, or they will be functionally illiterate, malleable, and easily led.

The choice is ours and theirs. We make that choice by design or default, but either way we will reap the results.

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Happy Birthday Bernat

APPENDICES

onal Year of the Child!

1. 1959 United Nations Declaration on the Rights of the Child*

PREAMBLE

Whereas the peoples of the United Nations have, in the Charter, reaffirmed their faith in fundamental human rights, and in the dignity and worth of the human person, and have determined to promote social progress and better standards of life in larger freedom.

Whereas the United Nations has, in the Universal Declaration of Human Rights, proclaimed that everyone is entitled to all the rights and freedoms set forth therein, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.

Whereas the child, by reason of his or her physical and mental immaturity, needs special safeguards and care, including appropriate legal protection, before as well as after birth,

Whereas the need for such special safeguards has been stated in the Geneva Declaration of the Rights of the Child of 1924, and recognized in the Universal Declaration of Human Rights and in the statutes of specialized agencies and international organizations concerned with the welfare of children,

Whereas mankind owes to the child the best it has to give,

Now therefore,

The General Assembly

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*Original text only referred to children in the masculine gender. The U.S. National Commission has edited it to reflect both genders.

Proclaims this Declaration of the Rights of the Child to the end that he or she may have a happy childhood and enjoy for his or her own good and the good of society the rights and freedoms herein set forth, and calls upon parents, upon men and women as individuals and upon voluntary organizations, local authorities and national Governments to recognize these rights and strive for their observance by legislative and other measures progressively taken in accordance with the following principles:

PRINCIPLE 1

The child shall enjoy all the rights set forth in this Declaration. All children, without any exception whatsoever, shall be entitled to these rights, without distinction or discrimination on account of race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status, whether of himself or herself of his or her family.

PRINCIPLE 2

The child shall enjoy special protection, and shall be given opportunities and facilities, by law and by other means, to enable him or her to develop physically, mentally, morally, spiritually and socially in a healthy and normal manner and in conditions of freedom and dignity. In the enactment of laws for this purpose the best interests of the child shall be the paramount consideration.

PRINCIPLE 3

The child shall be entitled from his or her birth to a name and a nationality.

PRINCIPLE 4

The child shall enjoy the benefits of social security. He or she shall be entitled to grow and develop in health; to this end special care and protection shall be provided both to him or her and to his or her mother, including adequate pre-natal and post-natal care. The child shall have the right to adequate nutrition, housing, recreation and medical services.

PRINCIPLE 5

The child who is physically mentally or socially handicapped shall be given the special treatment, education and care required by his or her particular condition.

PRINCIPLE 6

The child, for the full and harmonious development of his or her personality, needs love and understanding. He or she, shall wherever possible, grow up in the care and under the responsibility of his or her parents, and in any case in an atmosphere of affection and moral and material security; a child of tender years shall not, save in exceptional circumstances, be separated from his or her mother. Society and the public authorities shall have the duty to extend particular care to children without a family and to those without adequate means of support. Payment of State and other assistance towards the maintenance of children of large families is desirable.

PRINCIPLE 7

The child is entitled to receive education, which shall be free and compulsory, at least in the elementary stages. He or she shall be given an education which will promote his or her general culture and enable him or her on a basis of equal opportunity to develop his or her abilities, his or her individual judgement, and his or her sense of moral and social responsibility, and to become a useful member of society.

The best interests of the child shall be the guiding principle of those responsible for his or her education and guidance; that responsibility lies in the first place with his or her parents.

The child shall have full opportunity for play and recreation, which should be directed to the same purposes as education; society and the public authorities shall endeavour to promote the enjoyment of this right.

PRINCIPLE 8

The child shall in all circumstances be among the first to receive protection and relief.

PRINCIPLE 9

The child shall be protected against all forms of neglect, cruelty and exploitation. He or she shall not be the subject of traffic, in any form.

The child shall not be admitted to employment before an appropriate minimum age; he or she shall in no case be caused or permitted to engage in any occupation or employment which would prejudice his or her health or education, or interfere with his or her physical, mental or moral development.

PRINCIPLE 10

The child shall be protected from practices which may foster racial, religious and any other form of discrimination. He or she shall be brought up in a spirit of understanding, tolerance, friendship among people, peace and universal brotherhood and in full consciousness that his or her energy and talents should be devoted to the service of his or her fellow men.

2. 1976 U.N. Resolution Declaring the Year of the Child

THE GENERAL ASSEMBLY

Having considered the report of the Secretary-General on measures and modalities to ensure the adequate preparation, support and financing of an international year of the child,[1] Economic and Social Council decision 178 (LXI) of 5 August 1976 on an international year of the child and the additional report of the Secretary-General[2] prepared in the light of the discussions in the Economic and Social Council,

Recognizing the fundamental importance in all countries, developing and industrialized, of programmes benefiting children not only for the well-being of the children, but also as part of broader efforts to accelerate economic and social progress,

Recalling in this connexion its resolutions 2626 (XXV) of 24 October 1970 containing the International Development Strategy for the Second United Nations Development Decade, 3201 (S-VI) and 3202 (S-VI) of 1 May 1974 containing the Declaration and the Programme of Action on the Establishment of a New International Economic Order and 3362 (S-VII) of 16 September 1975 on development and international economic co-operation,

Deeply concerned that, in spite of all efforts, far too many children, especially in developing countries, are undernourished, are without access to adequate health services, are missing the basic educational preparation for their future and are deprived of the elementary amenities of life,

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[1] E/5844.

[2] A/31/323.

Convinced that an international year of the child could serve to encourage all countries to review their programmes for the promotion of the well-being of children and to mobilize support for national and local action programmes according to each country's conditions, needs and priorities,

Affirming that the concept of basic services for children is a vital component of social and economic development and that it should be supported and implemented by the co-operative efforts of the international and national communities,

Bearing in mind that the year 1979 will be the twentieth anniversary of the Declaration of the Rights of the Child[3] and could serve as an occasion to promote further its implementation,

Aware that, for an international year of the child to be effective, adequate preparation and the widespread support of Governments, non-governmental organizations and the public will be required,

Believing that administrative costs for the international year should be kept to the minimum necessary,

Taking note of the statement made by the Executive Director of the United Nations Children's Fund before the Second Committee,[4]

1. *Proclaims* the year 1979 International Year of the Child;

2. *Decides* that the International Year of the Child should have the following general objectives:

(a) To provide a framework for advocacy on behalf of children and for enhancing the awareness of the special needs of children on the part of decisionmakers and the public;

(b) To promote recognition of the fact that programmes for children should be an integral part of economic and social development plans with a view to achieving, in both the long term and the short term, sustained activities for the benefit of children at the national and international levels;

3. *Urges* Governments to expand their efforts at the national and community levels to provide lasting improvements in the well-being of their children, with special attention to those in the most vulnerable and particularly disadvantaged groups;

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[3] General Assembly resolution 1386 (XIV).

[4] A/C.2/31/SR.60, paras. 28-32.

4. *Calls upon* the appropriate organs and organizations of the United Nations system to contribute to the preparation and implementation of the objectives of the International Year of the Child;

5. *Designates* the United Nations Children's Fund as the lead agency of the United Nations system responsible for co-ordinating the activities of the International Year of the Child and the Ececutive Director of the Fund to be responsible for its co-ordination;

6. Invites non-governmental organizations and the public to participate actively in the International Year of the Child and to co-ordinate their programmes for the Year as fully as possible, especially at the national level;

7. *Appeals* to Governments to make contributions or pledges for the International Year of the Child through the United Nations Children's Fund to ensure the adequate financing of activities for the preparation and carrying out of the Year;

8. *Express the hope* that Governments, non-governmental organizations and the public will respond generously with contributions to attain the objectives of the International Year of the Child and, through the United Nations Children's Fund and other channels of external aid, to increase substantially the resources available for services benefiting children;

9. *Requests* the Executive Director of the United Nations Children's Fund to report to the General Assembly at its thirty-second session, through the Economic and Social Council at its sixty-third session, on progress in preparing for the International Year of the Child, including its financing and the level of contributions pledged.

106th plenary meeting
21 December 1976

3. Executive Order Establishing a U.S. National Commission on the IYC

By virtue of the authority vested in me by the Constitution of the United States of America, in accordance with the Federal Advisory Committee Act (5 U.S.C. App. I) and the United Nations General Assembly resolution of December 21, 1976 which designated the year 1979 as the International Year of the Child, and as President of the United States of America, in order to provide for the observance of the International Year of the Child within the United States, it is hereby ordered as follows:

Section 1. *Establishment of Commission.* (a) There is hereby established the National Commission on the International Year of the Child, 1979, hereinafter referred to as the Commission.

(b) The Commission shall be composed of not more than 25 persons appointed by the President from among citizens in private life. The President shall designate the Chairman and two Vice Chairmen.

(c) The President of the Senate and the Speaker of the House of Representatives are invited to designate two Members of each House to serve on the Commission.

Sec. 2. *Function of the Commission.* (a) The Commission shall plan for and promote the national observance in the United States of the year 1979 as the International Year of the Child. The Commission shall coordinate its efforts with local, State, national, and international organizations, including the United Nations Children's Fund (UNICEF).

(b) In promoting this observance, the Commission shall foster within the United States a better understanding of the special needs of children. In particular, the Commission shall give special attention to the health, education, social environment, physical and emotional development, and legal rights and needs of children that are unique to them as children.

(c) The Commission shall keep informed of activities by organizations and groups in the United States and abroad in observance of the Year. The Commission shall consult with, and stimulate activities and programs through, community, civic, State, regional, national, Federal and international organizations.

(d) The Commission may conduct studies, inquiries, hearings and meetings as it deems necessary. It may assemble and disseminate information, issue reports and other publications. It may also coordinate, sponsor, or oversee projects, studies, events and other activities that it deems necessary or desirable for the observance of 1979 as the International Year of the Child.

(e) The Commission shall make recommendations to the President on national policies for improving the well-being of children; shall issue periodic reports on discrete areas of the rights and needs of children; and shall submit, no later than November 30, 1978, an interim report to the President on its work and tentative recommendations.

Sec. 3. *Resources, Assistance, and Cooperation.* (a) The Commission may establish subcommittees. Private citizens who are not members of the Commission may be included as members of subcommittees.

(b) The Commission may request any Executive agency to furnish such information, advice, services, and funds as may be useful for the fulfillment of the Commission's functions under this order. Each such agency is authorized, to the extent permitted by law and within the limits of available funds, to furnish such information, advice, services, and funds to the Commission upon request of the Chairman of the Commission.

(c) The Commission is authorized to appoint and fix the compensation of a staff and such other persons as may be necessary to enable it to carry out its functions. The Commission may obtain services in accordance with the provisions of Section 3109 of Title 5 of the United States Code, to the extent funds are available therefor.

(d) Each member of the Commisssion and its subcommittees may receive, to the extent permitted by law, compensation for each day he or she is engaged officially in meetings of the Commission or its subcommittees at a rate not to exceed the daily rate now or hereafter prescribed by law for GS-15 of the General Schedule; and, may also receive travel expenses, including per diem in lieu of subsistence, as authorized by law (5 U.S.C. 5702 and 5703) for persons in the government service employed intermittently.

Sec. 4. *Coordination.* (a) The heads of Executive agencies shall designate an agency representative for purposes of coordinating agency support for the national observance of the International Year of the Child, 1979. The Co-Chairmen, designated by the Secretaries of State and Health, Education, and Welfare, of the Interagency Committee for the International Year of the Child should act as advisers to, and coordinate activities with, the Chairman of the Commission.

(b) The General Services Administration shall provide administrative services, facilities, and support to the Commission on a reimburseable basis.

(c) The functions of the President under the Federal Advisory Committee Act (5 U.S.C. App. I), except that of reporting annually to the Congress, which are applicable to the Commission, shall be performed by the Administrator of General Services as provided by Executive Order No. 12024 of December 1, 1977.

Sec. 5. *Final Report and Termination.* The Commission shall conclude its work and submit a final report to the President, including its recommendations for improving the well-being of children, at least 30 days prior to its termination. The Commission shall terminate on April 1, 1979.

JIMMY CARTER

THE WHITE HOUSE
April 14, 1978.

4. President Carter's Announcement of U.S. Participation in IYC

This afternoon, as far as the United States of America is concerned, we are beginning to emphasize and hopefully even to dramatize our own commitment to making the International Year of the Child a success.

In December of 1976, the United Nations passed a resolution setting aside a special period for a worldwide assessment of the problems, the needs, the opportunities of children. There are 1-1/2 billion children in the world. Although our material needs to make our lives certainly more pleasant and more prosperous than most, even in the United States we have serious problems among our children.

We had, last year, a million children whose rights were abused, who suffered physical abuse from their parents. And I don't think there is adequate understanding yet in our societal structure of this devastating demonstration of carelessness or cruelty, quite often perpetrated against a young person who has very little voice to express pain or suffering or displeasure.

In our rich country, we have 10 million children who have never had any medical care at all, and about half the children in this country have never seen a dentist.

I believe that most Americans are unaware of these few statistics. I would hope that next year, as the world focuses its attention upon children, that all of us could become much more knowledgeable about the need, much more willing to assume responsibility for correcting and meeting those needs and that we might in a positive way assess the unique opportunity to broaden the horizon of growth and enjoyment and the productivity of our children's lives, both now and in the future.

I have asked Jean Young, Mrs. Andrew Young, to be the Chairman of the American Commission for the International Year of the Child. She is in a special place associated intimately with the families of representatives of almost every nation on earth. She is a mother herself. Her husband and she have been involved in the correction of a very serious deprivation of rights because of racial discrimination. And I think she has both the knowledge, the influence, the prestige, the courage, and the commitment to lead our own effort here in the United States well and effectively.

I will be working closely with this group and hope to add the prestige and the influence of the Presidency itself to making this a successful effort.

We will be eager to help others, children in nations not quite so blessed with the material benefits of life in this next year. This effort will encompass almost every aspect of humanitarian service. Working through UNICEF and other United Nations' agencies, through the leaders of other nations, I think we can enhance the opportunity for better clothing, housing, food, medical care, education, and the protection against suffering on the part of children in all nations.

So I am very eager to be a part of it. It is a sobering prospect to know that perhaps once in a lifetime we have an opportunity to focus attention on such a neglected group in the world's population.

I for one, along with Jean Young, the Commission Members, and I hope you and all the people in our Nation, will help the United States to set an example of a country whose actions can be equal to the bigness of our hearts and whose minds will be attuned to the analysis of problems and the resolution or solution of them.

I want to thank all of you for coming here this afternoon to begin preparations to make 1979 a successful period in the study and enhancement of the lives of children everwhere.

Thank you very much.

5. Legislation Establishing U.S. National Commission*

TITLE XV—MISCELLANEOUS PROVISIONS

PART A—INTERNATIONAL YEAR OF THE CHILD

DECLARATION OF PURPOSE OF THE INTERNATIONAL YEAR OF THE CHILD

22 USC 287 note.

SEC. 1501. The United Nations General Assembly, by a resolution approved at its thirty-first session, has designated the year 1979 as the International Year of the Child. This action was designed to focus national and international attention on various aspects of the needs of children and to encourage all nations, individually and in cooperation, to take appropriate and relevant actions to meet them. The General Assembly called upon member states and international organizations to participate fully in the International Year of the Child and to devote the year 1979 to efforts at the international, national and community levels to provide lasting improvements in the well-being of children.

ESTABLISHMENT OF A NATIONAL COMMISSION

Membership.
22 USC 287 note.

SEC. 1502. (a) The President shall establish a National Commission on the International Year of the Child (hereinafter in this Act referred to as the "Commission"), and to appoint to the Commission not more than twenty-five members chosen from among citizens in private life.

Chairperson.

(b) The President shall designate a Chairperson and two Vice Chairpersons from among the members.

(c) The President of the Senate and the Speaker of the House of Representatives may each designate two Members of the Senate and the House of Representatives, respectively, to serve on the Commission, in addition to the members to be appointed by the President.

FUNCTIONS OF THE COMMISSION

22 USC 287 note.

SEC. 1503. (a) The Commission shall promote: (i) effective and significant observance in the United States of 1979 as the International Year of the Child (hereinafter in this Act referred to as the "Year"), with particular reference to the goals stated in section 2; (ii) cooperation by the United States with UNICEF and other international organizations and with other nations to achieve the objectives of the Year. To these ends, the Commission shall seek to stimulate within the United States a better understanding of, and actions to meet, the needs of children both in this and in other countries. Such needs would include, but not be limited to the social, health, educational, and developmental needs of children, as well as concern for the general conditions and rights of children.

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*Public Law 95-561.

(b) The Commission shall keep informed of activities undertaken or planned by various organizations and groups in the United States and abroad in observance of the Year and shall consult with such groups and stimulate such activities and programs through community, civic, local, State, regional, national, Federal, international, private and professional organizations.

(c) The Commission may conduct studies, inquiries, and hearings and hold meetings as it deems necessary. It may assemble and disseminate information and issue reports and other publications. It may also coordinate, sponsor, perform, or oversee projects, studies, events, and other activities that it deems necessary or desirable for the observance of the Year.

Recommendations and report to President.

(d) The Commission shall make recommendations to the President on national policies in furtherance of the goals of the Year; and shall make a final report to the President on its work and recommendations not later than March 31, 1980.

COORDINATION AND ADMINISTRATION

Subcommittees, authorization.
22 USC 287 note.

SEC. 1504. (a) The Commission is authorized to establish such subcommittees, the membership of which may include persons not members of the Commission, as it deems necessary to carry out the purpose of this Act.

(b) Each agency of the executive branch of the Government is authorized: (1) to furnish to the Commission, upon request of the Chairperson of the Commission, such information, advice, services, and funds as may be useful to the Commission for the fulfillment of its functions under this Act, and (2) to detail personnel to the Commission.

Compensation.

(c) Each member of the Commission or any of its subcommittees, who is not a member of Congress may, while serving on business of the Commission, be compensated at a rate not to exceed the daily equivalent of GS-15 for each day they are engaged in the actual performance of duties.

(d) The Commission may appoint such staff personnel as it considers necessary to carry out its duties under this Act without regard to the provisions of title 5, United States Code, governing appointment in the competitive civil service, and without regard to chapter 51 and subchapter III of chapter 53 of such title relating to classification and General Schedule pay rates, except that not more than two individuals so appointed may receive pay in excess of the annual rate of basic pay in effect for grade GS-15 of the General Schedule. Appointments shall be made without regard to political affiliation.

5 USC 5101 *et seq.*, 5301.

5 USC 5332 note.

(e) The Commission is authorized to accept and use services of voluntary and uncompensated personnel. Such personnel shall not be considered Federal employees for any purpose other than for purposes of chapter 81 of title 4, United States Code (relating to compensation for injury), and sections 2671 through 2680 of title 28, United States Code (relating to tort claims), and shall not perform the work of Federal employees. 5 USC 8101 *et seq.*

Travel allowances. (f) Members or staff of the Commission or of a subcommittee thereof, shall be allowed travel expenses while attending meetings of the Commission or its subcommittees or otherwise engaged in the business of the Commission away from their homes or regular places of business, including per diem in lieu of subsistence, as authorized under section 5708 of title 5, United States Code, for persons in Government service employed intermittently.

Experts and consultants (g) The Commission is authorized to procure such temporary and intermittent services of experts and consultants as are necessary to the extent authorized by section 3109 of title 5, United States Code.

(h) The Commission is authorized to accept, use, and dispose of contributions of money or property.

Contracts. (i) The Commission is authorized to enter into contracts with Federal and State agencies, private firms, institutions, and individuals for the conduct of research or surveys, the preparation of reports, and other activities necessary to the discharge of its duties.

(j) The Commission may use the United States mails under the same conditions as other departments and agencies of the United States.

(k) The powers granted the Commission by this Act shall be in addition to those granted by Executive Order 12053. The powers granted the Commission by Executive Order 12053 may be employed to fulfill the responsibilities of the Commission under this Act.

(l) The powers granted the Commission under this Act may be delegated to any member or employee of the Commission by the Commission Chairperson.

(m) Financial and administrative support services (including those related to budget and accounting, financial reporting, personnel, and procurement) shall be provided to the Commission by the General Services Administration, for which payment shall be made in advance, or by reimbursement, from funds of the Commission, in such amounts as may be agreed upon by the Chairperson of the Commission and the Administrator of the General Services Administration.

WAIVERS OF CERTAIN OTHER PROVISIONS OF LAW

SEC. 1505. In order to expedite matters pertaining to the planning for, and work of, the Commission, the Commission is authorized to make purchases and contracts without regard to section 252 of title 41 of the United States Code, pertaining to advertising and competitive bidding, and may arrange for the printing of any material pertaining to the work of the Commission without regard to the Government Printing and Binding Regulations and any related laws or regulations. 22 USC 287 note.

TERMINATION DATE

22 USC 287 note. SEC. 1506. The Commission shall continue in existence until thirty days after submission of its final report to the President pursuant to section 1503(d), at which time it shall terminate, but the life of the Commission shall in no case extend beyond April 30, 1980.

AUTHORIZATION OF APPROPRIATIONS

22 USC 287 note. SEC. 1507. There are authorized to be appropriated, without fiscal year limitations such sums as may be necessary to carry out the provisions of this Act. Such sums shall remain available for obligation until expended. No funds authorized hereunder may be used for lobbying activities.

6. Federal Interagency Committee on IYC

CO-CHAIRPERSONS

Blandina Cardenas-Ramirez (until 7/17/79)
Commissioner, Administration for Children, Youth and Families, OHDS
Department of Health, Education & Welfare

Edith H. Grotberg (7/18/79 to present)
Director, Research, Demonstration and Evaluation Division, OHDS
Department of Health, Education & Welfare

Chester E. Norris, Jr. (until 4/20/79)
Director, Office of Development and Humanitarian Programs, BIOA
Department of State

Herbert G. Wing, (4/21/79 to present)
Deputy Director, Office of Development and Humanitarian Programs, BIOA
Department of State

Agency Representatives

Agency for International Development—Leopold Laufer
ACTION—Helen Kelley/Louise V. Frazier
Department of Agriculture—Quentin M. West/Roger P. Lewis

Department of Justice—John Rector/Joan Wolfle/Emily Martin
Department of Labor—Kay Wallace/Brenda Spriggs
Library of Congress—Virginia Haviland/Margaret Couglan
National Aeronautics and Space Administration—Muriel M. Thorne
National Endowment for the Arts—Kamaki Kanahele/Kathryn Plowitz
National Endowment for Humanities—Marion Blakey/Glen Marcus
National Science Foundation—Herbert L. Costner
Smithsonian Institution—Wilton S. Dillon
Department of State—Chester E. Norris, Jr./Herbert G. Wing Heidi Hanson (Special Liaison)
Department of Transportation—Carol Harbaugh
Department of Treasury—Gloria Hughes/Dorothy Mazaka
Veterans Administration—N.C. Chybinski
U.S. Consumer Affairs—Sylvia Solhaug
U.S. Mission to UN—Gilda Varrati
Appalachian Regional Commission—Steve Johnson/Gail Bradley
Department of Commerce—George Pratt/Harold Wallach
Community Service Administration—John Finley/Jill Zorack
Consumer Product Safety Commission—Elaine Besson
Department of Defense—Anthony Cardinale
Department of Energy—Burrell Woods/Richard Moore
Federal Communication Commission—Susan Greene
Federal Trade Commission—Collott Guerard/Terri Freundlich
Government Printing Office—John D. Bennett/Don Quaid
General Services Administration—Phillip Brook
Department of Health, Education, and Welfare—Blandina Cardenas-Ramirez, Edith Grotberg, Laurence Wyatt (Special Liaison)

Department of Housing and Urban Development—Susan Judd
Department of Interior—James A. Slater/Andy Adams
International Communication Agency—William Hackley

HEW IYC Secretariat Staff

Patricia Harbour—Executive Director
Carol Galaty—Deputy Director
Kathleen Crowley—IYC Program Specialist

HEW Regional IYC Representatives

Region I
Susan Selya

Region II
Estelle Haferling

Region III
Rita Buckley

Region IV
Polly McIntosh

Region V
Eva Bose

Region VI
Peggy Riggs Wildman

Region VII
Rita Leifhelm

Region VIII
Elmer Choury

Region IX
Mary Lewis

Region X
Margaret H. Sanstad

7. State IYC Chairpersons and Coordinators

Alabama

Mrs. Bobbie James
Honorary Chairperson
Executive Mansion
Montgomery, Alabama 36104

Mrs. Bobby Ames
P.O. Box 207, Route 6
Selma, Alabama 36701

Alaska

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Action for Children's Television
African Methodist Episcopal Zion Church
Afro Arts Culture Center, Inc.
The Alan Guttmacher Institute
Alaska Federation of Natives
Alexander Graham Bell Association for the Deaf, Inc.
Alpha Kappa Alpha Sorority
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American Association of Community & Junior Colleges
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American Association of School Administrators
American Association of Sex Educators, Counselors & Therapists
American Association of State Colleges
American Association of University Women
American Association of Youth Museums
American Baptist Churches

American Baptist Women
American Bar Association
American Camping Association
American College of Nurse - Midwives
American College of Obstetricians - Gynecologists
American Council of Voluntary Agencies for Foreign Service
American Dental Association
American Dental Hygienists Association
American Diabetes Association
American Dietetic Association
AFL-CIO
AFL-CIO National Coalition of Union Women
American Federation of State, County and Municipal Employees
American Federation of Teachers
American Freedom From Hunger Foundation
American Friends Service Committee, Inc.
American G.I. Forum
American Group Practice Association
American Heart Association
American Home Economic Association
American Hospital Association
American Humane Association
American Indian Movement
American Judges Association
American Legion
American Leprosy Missions
American Library Association
American Lung Association
American Lutheran Church
American Medical Association
American Medical Women's Association
American Montessori Society
American Nurses Association
American Occupational Therapy Association
American Optometric Association
American Orthopsychiatric Association
American Parents Committee
American Personnel and Guidance Association
American Pharmaceutical Association

American Psychiatric Association
American Psychoanalytic Association
American Psychological Association
American Public Health Association
American Public Welfare Association
American School Counselor Association
American School Health Association
American Society of Dentistry for Children
American Society of Law & Medicine
American Society for Psychoprophylaxis in Obstetrics
American Speech-Language-Hearing Association
American Theatre Association
American Vocational Association, Inc.
Amnesty International
Archdiocese, Syrian Church of Antioch
The Arthritis Foundation
Asian-American Mental Health Research Center
Aspira
Association for Advancement of Behavior Therapy
Association for Advancement of Health Education
Association of American Colleges
Association on American Indian Affairs, Inc.
Association of American Universities
Association for Care of Children in Hospitals
Association of Child Psychoanalysis Inc.
Association for Childhood Education International
Association for Children with Learning Disabilities
Association for Humanistic Education and Development
Association of Junior Leagues
Association for Measurement and Evaluation in Guidance
Association of Science-Technology Centers
Association of State and Territorial Maternal and Child Health Directors
Association for Supervision and Curriculum Development
Association of Teacher Educators
Best Possible Beginnings
Big Brothers/Big Sisters of America
Biofeedback Society
Birthright Inc. USA
B'nai B'rith Women
Boys Clubs of America

Bread for the World
Camp Fire Girls
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CARE
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Center of Concern
Center for Peace and Conflict Studies
"Check-up" for Emotional Health
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Children's Aid International
Children's Book Council, Inc.
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Church of the Brethren
Church Women United
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Coalition of Indian Controlled Schools
Committee on Christian Literature for Women and Children in Mission
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National Art Education Association
National Association for the Advancement of Colored People
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National Association for Asian American and Pacific Education
National Association for Asian American and Pacific People
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National Association for Equal Opportunity in Higher Education
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National Association of Independent Schools
National Association of Indian Social Workers
National Association of Negro Business and Professional Women's Clubs
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National Association for Retarded Citizens
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National Child Abuse and Neglect Resource Center
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National Coalition of Spanish Speaking Mental Health Organizations
National Committee on Resources for Youth
National Committee, Citizens in Education
National Committee for Prevention of Child Abuse
National Conference on Catholic Charities
National Congress of American Indians
National Congress of PTA
National Consortium on Child Mental Health Services
National Council for Black Child Development
National Council, Boy Scouts of America
National Council of Catholic Women
National Council for Children and TV
National Council of Churches
National Council of Community Mental Health Centers, Inc.
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National Vocational Guidance Association
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New Future Foundation
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9. Contributions to the Commission (Funding)

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The U.S. National Commission on the International Year of the Child gratefully acknowledges the individuals and groups who made financial contributions to the work of the Commission.

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Hearst Magazine
Kappa Delta Pi, New York City
Kentucky Nursing Association
University of North Carolina
The Washington Post

Commissioners' Biographies

JEAN CHILDS YOUNG (Chairperson) is a longtime contributor to the well-being of children, as a classroom teacher, a supervisor for the Teacher Corps, an area resource teacher, a coordinator of elementary and pre-school programs for the Atlanta Public School System, instructor and public relations Officer, Atlanta Junior College, and as a lecturer and consultant on children's issues throughout the U.S. She helped develop educational materials in citizenship education for the Southern Christian Leadership Conference and her manual for parents of pre-school children, "Bridging the Gap," is presently part of the Atlanta school system's curriculum.

Mrs. Young brought wide experience with children's issues to her post of chairperson. During her husband's tenure as a Congressman and U.N. Ambassador, Mrs. Young traveled widely herself. She regularly followed her own itinerary to meet with people to discuss the treatment of children, observe programs for children, and discuss the needs of children both at home and abroad.

She is involved in a wide range of civic activities and organizations. She serves on the governing boards of Manchester College, Georgia's Team Defense Project, Inc., the Edwin Gould Organization, U.S. Committee for UNICEF, and Operation Cross Roads Africa. She is the mother of four children.

MARJORIE CRAIG BENTON is the U.S. Representative to UNICEF and is a former Chairperson of the Save the Children Federation. She was selected by President Carter as an alternate to the 32nd U.N. General Assembly and served on the Special U.N. Session on Disarmament. She has served on the Illinois Democratic Platform

Committee and was one of the initiators of the 1976 Presidential Forums which led to the 1976 Presidential debates. She is the mother of three children.

UNITA BLACKWELL, Mississippi's first Black female mayor (Mayersville), is a leading civil rights activist and helped found the Mississippi Freedom Democratic Party and Action for Community Education, Inc. She is currently national chairperson of the U.S. China People's Friendship Association. She has one son.

EDDIE LEE BRANDON is Chairman of the Board of Directors of the Child Opportunity Program, a 24-hour, 7-day-a-week child care facility for children six months to 12 years of age, in Denver, Colorado, which he helped found. The program was selected by H.E.W. as the prototype for national Head Start programs through 1981. He is the father of two children.

DR. JOSE CARDENAS, Executive Director of the Intercultural Development Research Association in San Antonio, Texas, is a leading spokesperson for the Mexican-American community and has served as a consultant to various federal agencies, private foundations and school districts on Mexican-American issues. He is the father of five children.

MARIA CERDA is the former Executive Director of the Latino Institute in Chicago and has worked for various local, state and national Latino community development organizations. She served on the Chicago Board of Education for five years and is currently on the Chicago Board of Health. She is the mother of three children.

SEN. JOHN C. CULVER (D-Iowa) is serving his first term in the Senate and sits on its Judiciary Committee and formerly chaired the Subcommittee to investigate Juvenile Delinquency which has addressed such controversial issues as child-snatching, neglect and abuse. Before coming to the Senate, Culver served in the House for 10 years. He is the father of four children.

MARIAN WRIGHT EDELMAN is the founder and Director of the Children's Defense Fund which, through research, monitoring of federal agency and legislative policy, and litigation assistance to states, attempts to place the needs of children higher on the nation's public policy agenda. She is the mother of three children.

REV. AUSTIN FORD founded and directs Atlanta's Emmaus House, an inner city facility providing a variety of community services. He has been active in the civil rights movement and is a member of various groups seeking institutional reform.

JANE L. FREEMAN is presently national president of the Girl Scouts, U.S.A., after serving as its International Commissioner and vice-president during her 12 years in the organization. She is active in many civic and family organizations nationwide. She is the mother of two children.

DR. FREDERICK CHAPMAN GREEN is the Associate Director of the Children's Hospital National Medical Center, and professor at George Washington University School of Medicine and Health Services. A pediatrician, Dr. Green has published several articles on child abuse, advocacy and health and is the former associate chief of the U.S. Children's Bureau. He is the father of two children.

DR. ROBERT L. GREEN has done extensive research and writing on behalf of urban poor and minorities in his role as educator and psychologist. He is a professor and Dean of the College of Urban Development at Michigan State University. He is the father of three children.

CARROLL M. HUTTON is Director of the United Auto Workers' Education Department, the largest labor education program in the American labor movement. He is responsible for developing curriculum for 1,650 UAW locals and in the past 30 years has worked with 128 colleges and universities in the development of Labor Studies Programs. He is the father of two children.

BOK-LIM C. KIM is an associate professor at the University of Illinois School of Social Work and has served on the National Advisory Committee of Child Welfare in the Republic of South Korea before immigrating to the United States. She is chairperson of the National Committee of Asian Wives of U.S. Servicemen and is active in other Asian-American organizations. She is the mother of two children.

DR. GORDON KLOPF, a teacher, author, and consultant, is currently the Provost and Dean of Faculties at Bank Street College of Education. He has served as an education specialist for the State Department for several overseas assignments and was organizing chairman of the National Follow-Through Program.

SHERILL KOSKI is the National Director of Youth Volunteers for the March of Dimes Birth Defects Foundation and a member of a National Task Force for Maternal and Infant Care Health for Minorities and the Poor. As a teenager, she produced a sight-and-sound presentation, "Teenage Pregnancy," and has done subsequent work on the development of peer education training materials for teenagers.

REV. EILEEN W. LINDNER is Co-Director of the Child and Family Justice Project for the National Council of Churches and is responsible for 20 projects nationwide on public policy advocacy for children's and family justice. Prior to her present appointment she was NCC's specialist in International Youth Affairs. She also serves as pastor of two New York inner city parishes.

SEN. CHARLES McC. MATHIAS Jr. (R-Md.) is the ranking minority member of the Criminal Justice Subcommittee of the Judiciary Committee and was influential in the passage of the Juvenile Justice and Delinquency Act of 1974 and its later amendment. He also sponsored the Senate's bill against child pornography, which was signed into law last year, and serves on the Governmental Affairs and Appropriation Committees. He is the father of two children.

STEVEN ALAN MINTER is the Associate Director of the Cleveland Foundation. A former public welfare caseworker, county director and state commissioner (Massachusetts), he is a past president of the American Public Welfare Association and a former board member of the Child Welfare League of America. He is the father of three children.

JUDITH DAVIDSON MOYERS is a veteran child advocate who has been a founder and director of local, state and national organizations such as the Day Care Council of Long Island (N.Y), the New York State Citizens Council for Children and the Education Products Information Exchange. A freelance magazine writer, she is also director of the Ogden Corporation, a trustee of the State University and a member of the U.S. National Commission for UNESCO. She is the mother of three children.

MARIE OSER is founder and Executive Director of the Texas Institute for Families whose purpose is to build a bridge of communication between home and work. She has worked as a leader and coordinator of various social services programs designed to advance the well-being of children through the involvement of their families. She is currently serving on the Texas Advisory Committee to the White House Conference on the Family. She is the mother of three children.

REP. CHARLES B. RANGEL (D-N.Y.) is in his fifth term in Congress and serves on the House Ways and Means Committee, chairing its Health Subcommittee. He has introduced a "Children's Day" bill in the House which would create a national commemorative day for children. He is the father of two children.

REP. VIRGINIA DODD SMITH (R-Neb.), in her third term in Congress, is a long-time rural needs advocate, serving as the National Chairperson of the American Farm Bureau Women for 19 years and on the Presidental Task Force of Rural Development. She is a member of the House Appropriations Committee and its Foreign Relations and Energy and Water Development Subcommittees.

NANCY SPEARS, a long-time advocate for education, child care and legal rights for minorities and poor in Alabama, is past president of the National Association of Head Start Directors and heads her county's Head Start program. She is the associate director of the Alabama Council of Human Relations which includes a statewide Hunger Coalition.

LOLA REDFORD is president of Consumer Action Now, a non-profit organization she co-founded in 1970 which studies the environmental impact of American consumption habits and provides alternatives to those habits which are negative. She conceptualized and developed C.A.N.'s current Energy Project for Women. She is the mother of three children.

WINONA ELLIOTT SAMPLE is a member of the Red Lake Board of Chippewas Indians and is presently administrative assistant to the Director of the California Child Development program of the state Department of Education. She was formerly the head of the state Indian Health Bureau and has served on various local, state and national advisory boards for children and Indian issues. She is the mother of two children.

MARLO THOMAS, a noted film and television actress, produced the acclaimed children's TV special titled "Free To Be . . . You and Me," which has since been expanded into a multi-media presentation including a book, record and film. In addition, she is an active board member of St. Jude's Children's Research Hospital and is honorary chairperson for the Children's Television Project of the Educational Foundation of the American Women in Radio and TV.

CAROL H. TICE is an experienced child educator and currently Director of Teaching-Learning Communities, a public school program she conceived and developed with a grant from the Elementary and Secondary Education Act. The program utilizes the experience of older people in an informal interchange with children in creative activities. She is the mother of two children.

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